## ISLE OF ANGLESEY COUNTY COUNCIL

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| COMMITTEE: | COUNTY COUNCIL |
| DATE: | 4 OCTOBER 2012 |
| TITLE OF REPORT: | TRANSFORMATION PLAN – THE ROADMAP TO THE NEW ANGLESEY |
| REPORT BY: | CHIEF EXECUTIVE AND HEAD OF PAID SERVICES |
| PURPOSE OF REPORT: | To present a plan to transform the method of working within the Isle of Anglesey County Council through establishing an appropriate implementation framework suitable for a modernised local authority based on an effective arrangement whereby Officers and Members, and engaging with the wider public, private and community sectors in an inclusive manner in order to deliver continuous service improvement for the people of Anglesey |
| ACTION: | Members of the County Council are requested to consider the contents of the report and to adopt the plan as a framework for action and forward planning to create an effective Council for the future |

## TRANSFORMATION PLAN – THE ROADMAP TO THE NEW ANGLESEY

The Council's Senior Leadership Team, during the past few weeks, have been working with specialist external consultants from the Hay Group, to develop a framework for implementing a plan to sustain effective corporate governance and continuous improvement within the Council.

The process of developing this framework plan involved consultation with Commissioners and the Shadow Executive, and it is now presented to the attention of all Members of the Council.

The report presents the case for change, for the Isle of Anglesey County Council, and identifies the main drivers for that change. It refers to values and principles that relate to effective local authorities generally, together with what is unique and specific to Anglesey. It sets a clear direction for the priorities of the new Anglesey Council, and outlines the main matters to receive attention by Members and Officers working together to address the opportunities and challenges facing the Island and its citizens.

In particular , it offers a robust, ambitious and challenging framework to the Council in the way it should organise itself as a business entity to implement a work programme that will provide a vision and sustainable future to the citizens and communities of the Island.

This framework, through the joint-working between the Senior Leadership Team and External Advisers, brings together on the one hand best practice at national and international level, and on the other the aspirations and values specific to Anglesey.

In implementing the framework and establishing the transformation, it would create within the organisation, the previously identified corporate weaknesses within the Council would be addressed, giving it a new opportunity to develop into one of the most successful Councils in Wales. The report describes the pathway to achieving this ambitious objective.

Members of the Council are invited to comment on the contents of the report in terms of vision, aims and objectives, fitness for purpose of the recommended processes together with the matters that should be the main focus of attention.

Having considered the response received, the commitment and ownership of all Members and Officers, in respect of the plan, is requested to achieve the aims of the corporate governance framework and to supporting the transformation workstreams at all levels.


**Richard Parry Jones**                                              **28 September 2012**
**Chief Executive and Head of Paid Services**

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09 | 2012

Transformation Journey
The Roadmap to New Anglesey

Abdul Uddin | Mark Watkinson

Final report v3 260912

# Contents

This paper has seven sections as follows:-
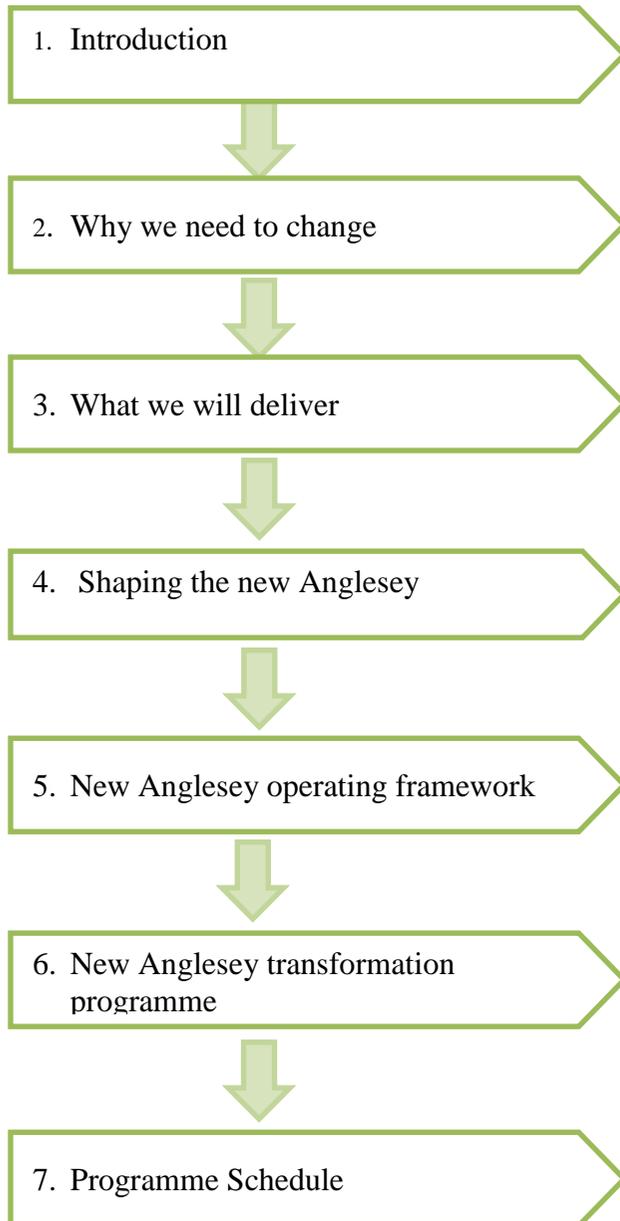
| | |
|---|---|
| 1. Introduction | The New Anglesey Council; introduction. |
| 2. Why we need to change | The context, big challenges and opportunities – why the Council has to change. |
| 3. What we will deliver | Improvements delivered by the Council and partners which will be seen and felt by the citizens of Anglesey, by members, managers, staff, external stakeholders and regulators. |
| 4. Shaping the new Anglesey | The key characteristics the New Anglesey Council will need to demonstrate to enable its vision to be realised - the key themes for a new way of operating. |
| 5. New Anglesey operating framework | How the Council will be shaped and organised, work together, and focus clearly on the things that really matter. |
| 6. New Anglesey transformation programme | A transformation and development programme with clear governance and performance management arrangements to ensure benefits are realised and outcomes delivered. |
| 7. Programme Schedule | The programme schedule, work streams and phases. |

# 1. Introduction

This paper sets out our transformation journey; our roadmap for building a New Anglesey Council. It provides a framework for Members and Officers to work closely together and engage with the wider public, private and community sectors. It will create a more effective Council able to achieve its strategies and plans in a coherent, efficient and sustainable manner in order to deliver best value and continuous service improvement for the people of Anglesey.

We aim to be one of the leading Authorities in Wales, consistently delivering high performance and value for citizens, communities and businesses. We aim to create an 'enterprising island', an Anglesey ready for the future; delivering sustainable economic growth hand in hand with improved life chances and social improvement for all residents.

In this paper we set out why Anglesey Council has to change, what the big drivers of that change are. We describe our values and principles, the things we really need to focus on, in shaping the New Anglesey Council. We set out the framework around which we will organise ourselves, and a programme of action to achieve this and deliver the vision of a successful and sustainable future for the Isle of Anglesey.

The transformation programme is designed to align with and support the Council's corporate planning framework. This is illustrated below:

**One Council, One Direction** – the planning framework
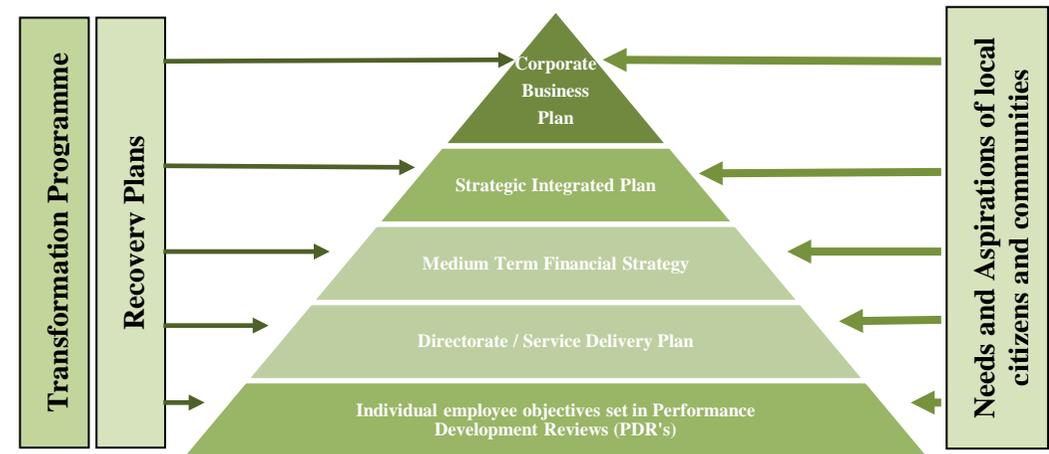


What is very clear is that, if we are to achieve our vision and plans, there needs to be far-reaching and lasting change in the way we as a Council do things. We will need to do things differently across the Council; develop new skills and capabilities; change our culture and behaviours. We will need to transform ourselves into a 'New Anglesey' Council to better serve the citizens, communities, and Island of Anglesey.

We recognise that this is an ambitious and challenging agenda; one that requires energetic, determined and collaborative leadership across the Council. It will require citizens, members, managers, staff and partners to work closely together for a common purpose to deliver that vision.

## How we developed the transformation plan

As part of the corporate governance improvement, the Commissioners, Senior Leadership Team (SLT) and Members have been working closely together to develop the New Anglesey Council. The Council has strengthened its corporate capacity and implemented a new management structure. As a result a new team of directors has been appointed. The role of the new SLT is to transform the Council working closely with members and key internal and external stakeholders.

Engagement events were organised that included  knowledge transfer development days for the SLT and Members to develop a common purpose around a range of topics including 21st Century Education services, Performance Management, Property rationalisation and digital Wales strategy. We developed our vision and principles for the New Anglesey, the new operating framework to guide our organisational development, and what we need to focus on to enable change.

As a result of this work, we have put together this robust transformation programme to develop a sustainable New Anglesey Council with the ambition to be one of the leading authorities in Wales.

In section 2 we set out the context and key change drivers demanding the transformation and development of a New Anglesey.

## 2. Why we need to change

### Context

In March 2011 the Minister for Local Government and Communities appointed a team of Commissioners to take executive responsibility for the governance of the Isle of Anglesey County Council. This was itself the most recent and far reaching in a series of interventions put in place by the Welsh Government to address long standing concerns about the performance of the Council.

Over recent years, a series of adverse external reviews and inspections has highlighted significant weaknesses, particularly in terms of the Council's corporate governance and the effectiveness of its local democratic process. In August 2009, escalating concerns about the lack of progress resulted in Ministerial intervention through the appointment of a Recovery Board to advise the Council and report to the Minister. Although some progress was made during this period of initial intervention, continuing instability in the political process hampered the Council's recovery. As the Auditor General for Wales stated in his 2009 report; the Council had 'a long history of not being properly run' which had a corrosive effect on the exercise of its functions and left it 'poorly placed to meet future challenges'.

A further adverse report was published in 2011 by the Auditor General for Wales which resulted in the Minister appointing the current team of Commissioners with its executive powers.

The main remit of the Commissioners is to bring about, with the support of the Welsh Government, the Wales Audit Office, and the Welsh Local Government Association, the improvements in corporate governance necessary to deliver a sustainable, longer term recovery in the Council's performance; and to create the right conditions to bring to an end the need for Welsh Government intervention in the Council.

### Phase 1 'Corporate Governance'

The Commissioners identified at an early stage in their intervention the 'Corporate Governance Themes', ten issues which needed to be addressed as critical for the delivery of a long-term sustainable future for the Council. These Themes also form the basis of an objective, evidence based assessment of how far the Council has progressed in its improvement journey.

The Commissioners latest quarterly Progress Report (July 2012) showed satisfactory progress against all ten Corporate Governance improvement Themes, including aspects of accountability, a more robust corporate centre, better community engagement and strengthened partnership working.

Following the Commissioners' reports, and the recent report and recommendations from the Auditor General for Wales, the Minister for Local Governments and Communities has acknowledged the 'good progress' that has been made. Describing the 'complete turnaround' that has been achieved since March 2011, the Minister announced on the 25th September that he will start bringing the intervention to an end. Phase 1 of the intervention to help build a better Council, with its focus on corporate governance, has therefore been brought to a successful conclusion.

## Phase 2 Sustainability and improvement

Phase 2 of the intervention will see a return of the Commissioners executive powers to the Council, and a reduction in the number of Commissioners. The Commissioners will still continue to support the Council, monitor its progress, and report to the Minister. They will also, as a safeguard, retain powers to confirm or override Council decisions in certain circumstances.

Phase 2 commences at the beginning of October and will focus particularly on creating long term sustainability and improvement. The intention is that this Phase will be seen to have demonstrated successful outcomes by April 2013, so that the Commissioners involvement will cease following the May election of a new administration able to take full responsibility for continuing the Council's sustainable improvement and transformation journey.

Phase 2 requires the Council to progress to another level in the transformation journey to create the New Anglesey. Alongside the corporate governance improvements we have achieved, we are making real progress in putting in place the things we need to ensure sustainable recovery and continuing improvement.

We have established and are continuing to develop a new, strong Senior Leadership Team. We are reviewing our Heads of Service management arrangements, beginning to identify opportunities for new corporate service integration and partnership arrangements. We have brought together a working group to review and rationalise the Council's property assets and create a modern fit for purpose estate. We are starting a process of modernising and investing in information and communication technology and infrastructure.

 The Senior Leadership Team and the Shadow Executive has come together to define the "New Anglesey" vision; to identify the new values and behaviours needed; to develop a new operating framework; to create the organisation development and transformation programme to deliver that vision; and to construct new performance management arrangements to track progress and hold individuals and teams to account for performance. This organisation development plan; the New Anglesey transformation programme which we set out here, will also help to draw together and deliver some of the remaining corporate governance improvement work; around community engagement, partnership and economic regeneration, and corporate performance management.

In this paper we describe the proposed transformation programme and the workstreams needed to help create the New Anglesey (sections 6 and 7).  Close monitoring of performance across each of the transformation programme workstreams will inform regular monthly progress reports to the Commissioners' Sustainability and Improvement Board, and provide the basis for testing and challenging performance across each area.

To support this, working with the Welsh Government, the Wales Audit Office, and the Welsh Local Government Association, we will need to develop a more effective methodology for measuring corporate governance sustainability through the "New Anglesey" transformation and change management process.

## Challenges

We are facing some huge challenges, both short and long term.  The economic downturn has impacted significantly on the local economy and the Island's labour market, bringing significant economic and social issues to the fore.  Alongside these overarching economic and social pressures, key drivers for change are the challenges presented by:

- The national agenda for change including the Welsh Government's national priorities in its 'Programme for Government'.

- The Council's commitments with its local Services Board partners to the priority themes for Anglesey around People, Place and Jobs.
- The Council's corporate plan priorities.

## The regulatory and business support issues

The Council also has some immediate challenges in the form of service specific regulatory issues and the performance of business support services.

### Service specific regulatory issues

The breakdown of effective governance across the Council had a cumulative and negative impact on the delivery of major services, which culminated in two critical inspection reports in to Children's Services and, most recently, for Education Services.

### Care and Social Services Inspectorate Wales (CSSIW) – Children's Services
The CSSIW inspection identified a number of issues including:
- Lack of corporate oversight across all operational aspect of children's services.
- Risk management and corporate leadership poor.
- Lack of clear robust systems to manage governance and performance.
- Under-performance not being effectively managed.

Sound progress is already being made but more remains to be done.

### Estyn – Education
The recent Estyn inspection identified a number of issues including:
- Attainment standards low across all key stages.
- Attendance rates are unacceptably low.
- Surplus places with not enough progress in the strategy to address this.
- Operational leadership in schools has not driven improvements.

- Areas of underperformance with business planning and risk assessments poor.

A robust post inspection action plan is now being finalised.

### Business support issues

There are other critical issues that the council needs to address as a priority. These include:

#### Performance Management
- A recurring theme across all of the above regulatory issues is the lack of robust performance management processes and systems to enable the Council to plan, manage and track progress against its priorities.

#### Information Communication Technology (ICT)
- The need to use 21st Century technology in developing solutions to deliver its priorities more effectively, deliver new ways of working, and support a networked and integrated Anglesey.

#### Property
- The need to rationalise the Council's property assets, maximising value for money, incorporating technology to facilitate improved services and delivering cost savings.

#### Cost reductions
- The need to reduce Council costs while at the same time addressing the above critical issues.
- Shape services to deliver more effectively to customers at a lower cost; designing out costs through commissioning of services and process re-engineering.

These issues together with other important people, process, culture and capability development activities are drawn together within the transformation programme workstreams described in sections 6 and 7.

This process is enabling Anglesey to tap into leading edge best practice around organisational development, performance management and asset management, putting Anglesey firmly on the path to becoming one of the leading local authorities in Wales.

Above all, the Council needs to ensure that citizens, communities and businesses are at the heart of everything it does and the services it provides. In the following section we set out in summary what the Senior Leadership Team are committed to delivering through this transformation programme.

## 3. What we will deliver

Our aim is to deliver the new Anglesey Council by the end of 2015.

Within the next two to three years significant improvements which will be seen and felt by the citizens of Anglesey, by members, managers, staff, external stakeholders and regulators will include:-

| | May 2013 Transition (Phase 2) | 2015 New Anglesey |
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| **Citizens** | ▪ Advocacy; reassurance that the Council are working for / acting on resident needs.<br>▪ Clear interface(s) by which the Council speaks to residents. | ▪ Targeted improvements in services.<br>▪ Increased pride in Anglesey, its services and amenities.<br>▪ Promotes Anglesey to others across North Wales. |
| **Members** | ▪ A common sense of purpose and direction – 'One Council' approach in addressing the needs of citizens and communities.<br>▪ Have clearer understanding of needs of all citizens.<br>▪ Take accountability for achievement of outcomes. | ▪ Positive feedback from Citizens / re-election.<br>▪ Role model for other Councils.<br>▪ Proud to represent Anglesey across Wales and internationally and with partner agencies. |
| **Senior Managers** | ▪ A common sense of purpose and direction – 'One Council' approach to deliver the corporate plan.<br>▪ Engage with and support staff to understand why change is necessary.<br>▪ Model new ways of working through adopting best in class practices. | ▪ Managers and staff making a difference and growing in capability as a result.<br>▪ Other organisations seek to benchmark themselves against Anglesey. |
| **Staff** | ▪ Understand how own job makes a difference to the citizens of Anglesey – 'One Council' approach.<br>▪ Open to change and actively promote innovation and progress.<br>▪ Work collaboratively and effectively across services. | ▪ Enabled to do more and better.<br>▪ As a team, challenge each other to constantly think "what does this mean for the citizens of Anglesey".<br>▪ Role model and advocates for IoA Council. |
| **External Stakeholders** | ▪ Wider consultation / engagement with the Council.<br>▪ A desire to help continuously improve the Council.<br>▪ Communicate regularly to keep each other informed. | ▪ Together we do this better – joined up service delivery.<br>▪ No real or perceived barriers to collaborative working.<br>▪ Keep trying new ideas (innovative commissioning). |
| **Regulators** | ▪ That the Council is keen to develop and improve and immediate 'wicked' issues are addressed.<br>▪ The citizen is at the heart of all the changes. | ▪ Use Anglesey as an exemplar to others across Wales. |

More specifically we will deliver within the next 12 to 18 months the following:

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| **Communities** | ▪ Developing a shared vision and implementation plan for adult social care for the citizens of the Isle of Anglesey.<br>▪ Securing an experienced and stable workforce for social care (with particular reference to Children's Services).<br>▪ Maintaining the improvements in performance in Children's Services evidenced during 2011/12. |
| **Lifelong Learning** | ▪ Ensure that ESTYN's visit in June 2013 draws attention to good progress against the priorities noted against each of the recommendations in the post-inspection action plan.<br>▪ Authority performance in relation to key indicators compares favourably with other LAs across Wales.<br>▪ Agreement across SLT, Shadow Executive and Commissioners on the key principles to underpin the schools' modernisation programme. |
| **Joint SLT Responsibility** | ▪ Provide clear and focused professional leadership of Council services.<br>▪ Develop flexible corporate planning processes to map effectively to future manifestos.<br>▪ Develop and implement cost reduction programme.<br>▪ Develop both capacity and capability to respond to regulators whilst at the same time driving through transformational change.<br>▪ All critical processes will be reviewed and optimised and delivering service improvements.<br>▪ Clarity of budget ownership. |
| **Performance Management** | ▪ Workforce development strategy implemented; Council moving towards a performance culture.<br>▪ Clear, robust and sustainable performance management system in place and confidence in how performance is managed; balanced score cards for all key service areas that cascade up to the corporate performance framework. |
| **ICT** | ▪ Set out the vision as a modern council as to how IT will support the Councils to transform the way in which it works. Within 18 months this will have been translated into an IT Strategy and investment plan. |
| **Property** | ▪ Develop a comprehensive Asset Management Strategy which will outline the future asset requirements for modern service delivery fit for the 21st Century and investigate the options for delivering this strategy. |
| **Place** | ▪ Strong governance of place (a holistic view of place is taken with alignment between local member related issues and operations).<br>▪ Lay the foundations for New Anglesey to play a strong position to capitalise on opportunities. |

## 4. Shaping the New Anglesey – key themes

In section 2 we set out the key drivers for change. What these drivers emphasise is the need to change the way we do things, how we organise ourselves, how we should work together to best serve the citizens of Anglesey.

In development sessions in July and August SLT, members and commissioners discussed a number of key themes around how we should work in future. We looked hard at how we work and how we organise ourselves and identified a number of key themes which we need to focus on if we are to successfully address the critical issues we face.

There are nine key themes which will directly inform the development of the New Anglesey Council; they are what underpin the new way of working, the new 'operating framework' which we describe in the next section.

**The key themes:**
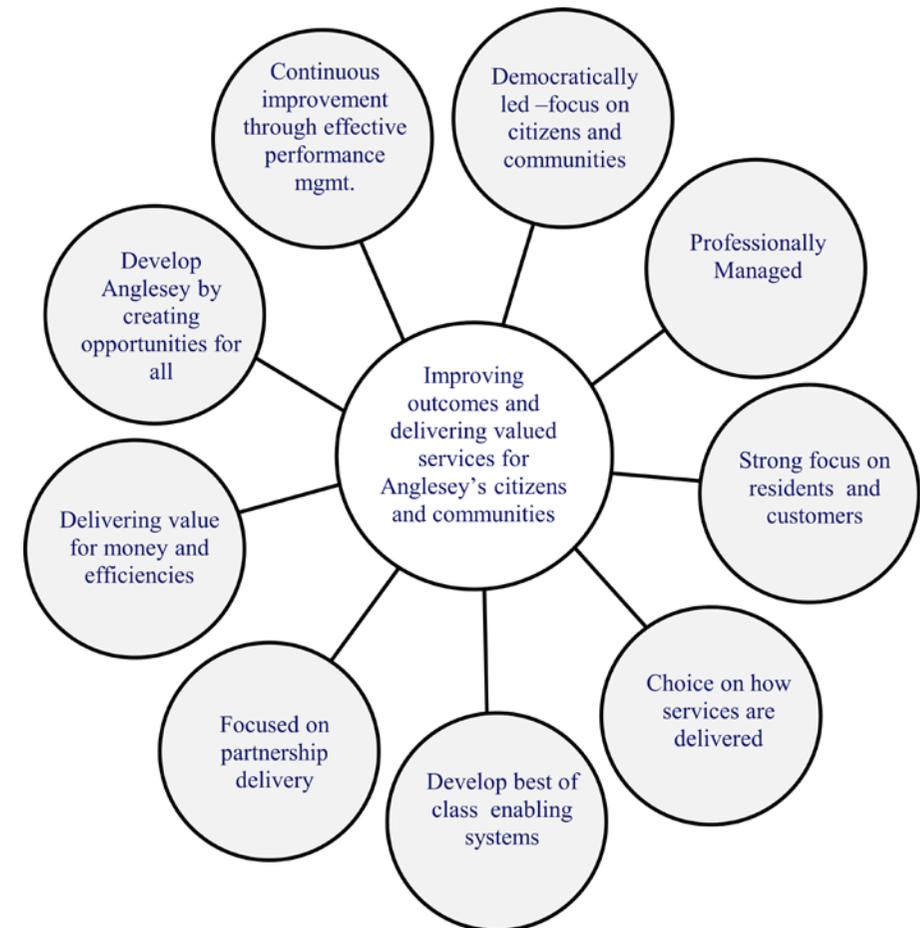
**Democratically led Council with focus on citizens and communities**

- Ensure the Council has effective democratic leadership through Members with strong political advocacy focusing on citizens and communities, and the development of good policies formulated by Executive members working closely with a focused and coherent Officer team.



**Professionally Managed**

- Provide confidence to citizens and Members that resources and services are managed efficiently and effectively. Have clarity of accountability, roles and priorities; and take decisive action to ensure the delivery of agreed outcomes. Have robust performance measurements and reporting to track and demonstrate progress against corporate plans.



**Strong focus on residents and customers**

- Service delivery will be flexible and commissioned through customer needs and strong evidence.
- Deliver quality services aligned to a positive customer experience.
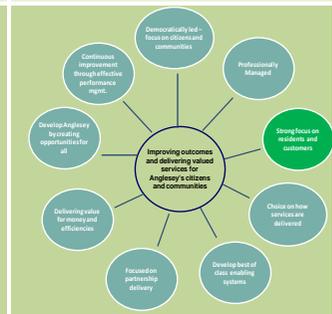
**Choice on how services are delivered**
- Ensure the right delivery mix is in place to deliver exemplar services to our customers.
- Commissioned services will be delivered via the framework that best supports achievement of outcomes, customer needs, minimum risk and value for money.

**Develop  best of class enabling systems**
- Use best of class practice to develop enabling systems that supports the delivery of first class, customer-led services and the successful implementation of the new Anglesey operating framework.

**Focused on partnership delivery**
- Actively partner with other organisations across North Wales to deliver agreed strategic outcomes for Anglesey residents, businesses and wider stakeholders.
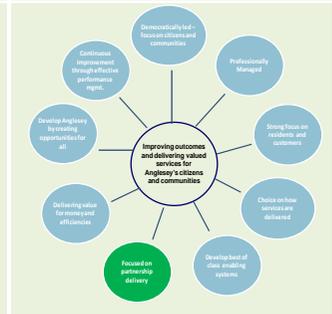
**Delivering value for money and efficiencies**
- The organisational form, competencies and values to enable efficient delivery of outcomes.
- Sustainability achieved through innovation and delivery optimisation.
- Continued process and service improvements.

**Develop Anglesey by creating opportunities for all**

- The Council to play a strong role in leading the wider 'place' agenda –working with partners to drive sustainable growth across the island and into sub-region, region and Wales.
- Improve economic and social outcomes for all by fostering an entrepreneurial culture amongst staff and partners, horizon scanning and using intelligence to create and capture opportunities.
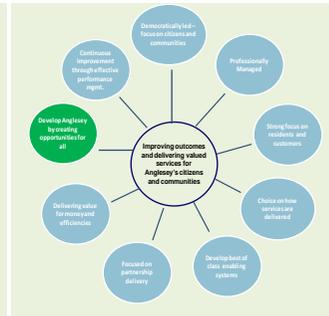


**Continuous improvement through effective performance management**

- A consistent corporate business planning process across all functions with emphasis on the actions plans to improve failing services.
- A new 'best of class' Performance Management system for Isle of Anglesey County Council, providing a 'whole Council' view and reporting on performance.

# 5. New Anglesey operating framework

The new operating framework has seven key components around which the new Council will be shaped and organised in terms of its priorities, service arrangements, structures, people and processes.

The key themes set out in section four have informed and shaped the development of this framework.

The new Anglesey operating framework serves as a critical bridge between the strategic priorities set by the Council, the critical issues the Council faces and needs to address (e.g. regulatory issues and structural and behavioural issues) and the operation of people, processes and systems (including ICT). It defines how decisions will be made and the high level inter-relationships between the functions required to deliver sustainable, good quality services across the Island.

The new Anglesey operating framework aims to holistically link and integrate the critical delivery requirements of the Council. It is central to how the New Anglesey Council aims to become one of the leading Authorities in Wales.

**Benefits of the new operating framework (delivered through the transformation plan)**

- Improve the predictability and success of improving outcomes for citizens.
- Provide an environment to improve the confidence of the regulators including speed of delivery, benefits management, risk management and sustainable change.
- Provide a greater likelihood of transformation success by managing the full lifecycle of organisational change including clarity of objectives, capability to deliver, measuring progress against objectives and sustainability.

- Increase buy-in from stakeholders based on measurable outcomes from the timely delivery of projects.
- Provide the opportunity for the Council to reduce its costs through making processes more efficient and optimising working practices.
- Provide greater visibility and transparency of performance targets and ownership of those targets by teams.
- Provide greater confidence that decisions made will be based on external priorities and not those of individual departments.

The new operating framework has been designed to prepare us for the challenges ahead and give the Council the best possible platform to successfully deliver its priorities and objectives.

The seven key elements of the operating framework are:
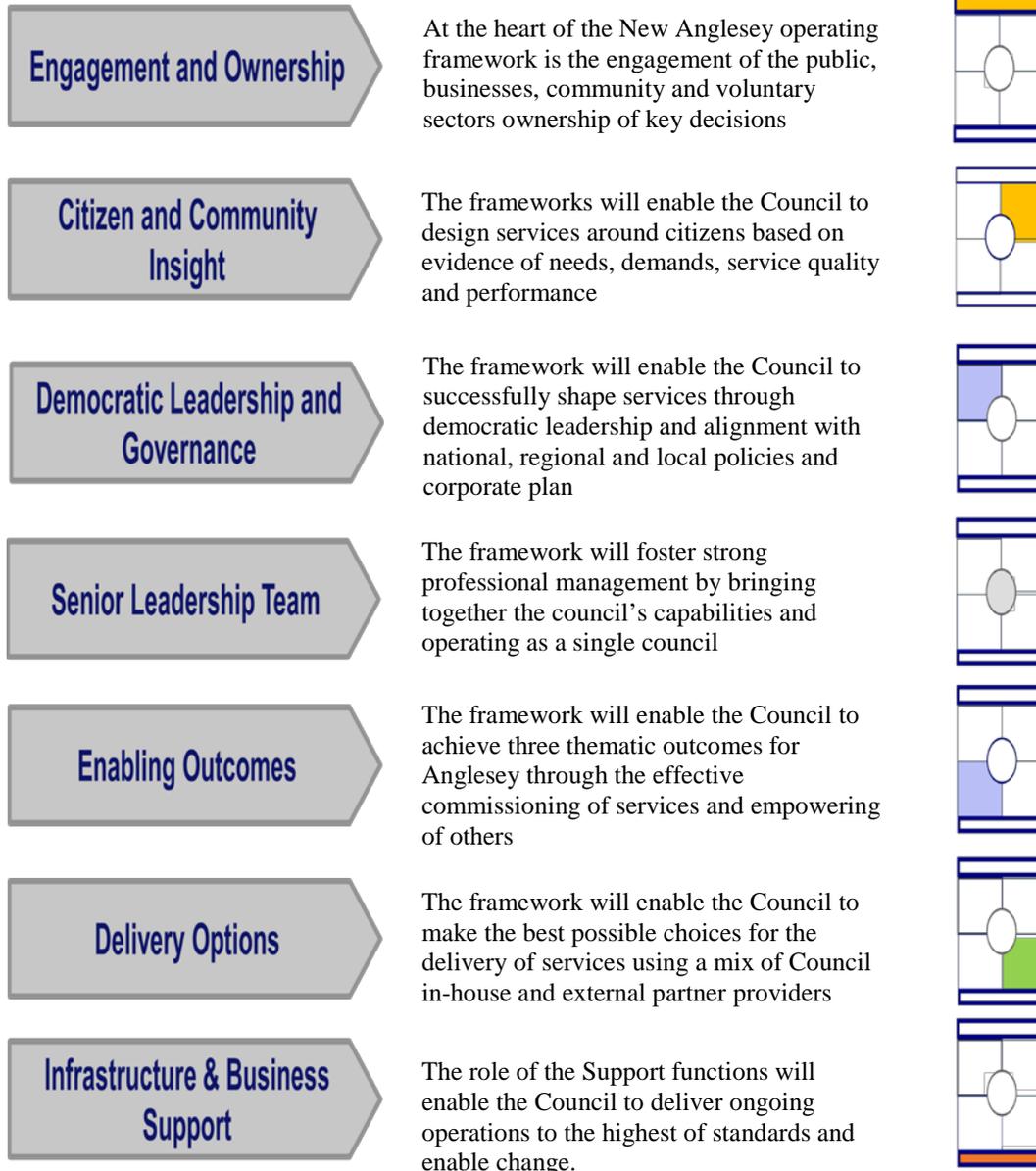
These seven components of the new operating framework are the foundation on which the new integrated Anglesey Council will be built.
The overarching linkages and organisational relationships between these components are set out in the diagram (overleaf):-

**Engagement and Ownership**

At the heart of the New Anglesey operating framework is the engagement of the public, businesses, community and voluntary sectors ownership of key decisions

**Citizen and Community Insight**

The frameworks will enable the Council to design services around citizens based on evidence of needs, demands, service quality and performance

**Democratic Leadership and Governance**

The framework will enable the Council to successfully shape services through democratic leadership and alignment with national, regional and local policies and corporate plan

**Senior Leadership Team**

The framework will foster strong professional management by bringing together the council's capabilities and operating as a single council

**Enabling Outcomes**

The framework will enable the Council to achieve three thematic outcomes for Anglesey through the effective commissioning of services and empowering of others

**Delivery Options**

The framework will enable the Council to make the best possible choices for the delivery of services using a mix of Council in-house and external partner providers

**Infrastructure & Business Support**

The role of the Support functions will enable the Council to deliver ongoing operations to the highest of standards and enable change.

## The new operating framework – how the Council will operate

The operating framework will work through the following cycle, built around the principle that Council decisions about service provision will be founded on relevant, holistic, evidence based customer insights.

**Engagement and Ownership**
Private, public, community and voluntary sector

Focus on Customers

**Democratic Leadership, and Governance shaping policy**

Insight and needs

**Citizen and Community insight and needs shaping services**

Focus on Outcomes & Commissioning

Setting priorities/ direction and accountability

**Senior Leadership Team**

Achievement of Outcomes

Focus on delivery excellence and VFM

**Enabling Outcomes through commissioning**

Performance Management

**Delivery Options achieving outcomes**

Focus on enabling Infrastructure processes, systems

**Infrastructure and Business Support**
Property, ICT, Finance, HR, and Legal

- Proactive engagement with public, private, community and voluntary sectors, with a single customer insight process.

- Politicians set priorities, policies and agree outcomes based on robust data and customer insight.

- Outcomes commissioned and tracked through the performance management process.

- Outcomes achieved through a range of delivery options, service performance feedback through customer engagement.

**Insights and needs identified**

**Setting priorities/ direction & accountability**

**Performance Management**

**Achievement of outcomes**

Feedback
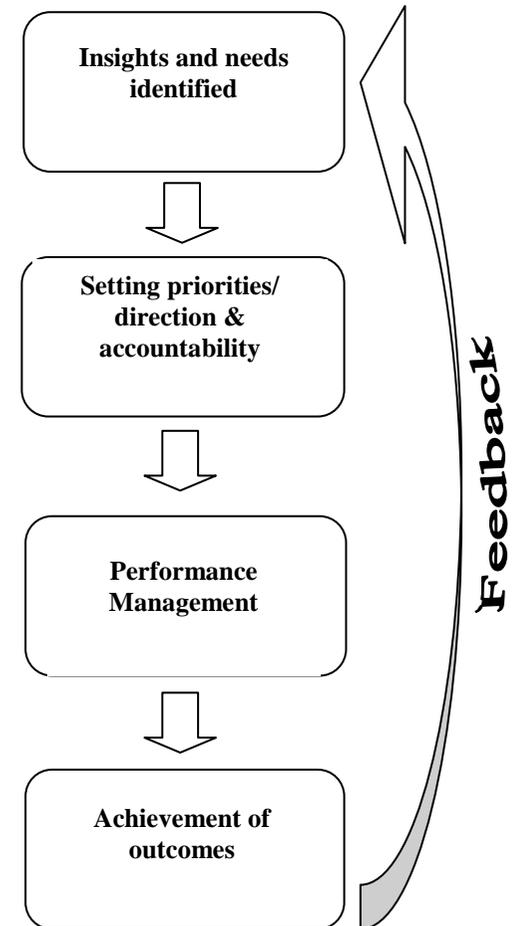
## Description of the building blocks of the operating framework
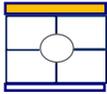
### Engagement and ownership

New Anglesey will put customers at the heart of how it commissions and delivers services. Improving the level of involvement of local people across Anglesey is central to how the Council will operate and engage through the new operating framework.

- Engage with local communities improving local democracy, increasing accountability and improving local services.
- Develop an approach for Anglesey that is more centred on customers and not just a regulatory obligation, it is also part of good management and providing high quality services.
- Consult and involve service users, finding out what the general public need from their local services, will help Anglesey carry out its work more efficiently and effectively. Public participation is not just about improving service delivery; it is also about enhancing the democratic legitimacy of local government on the Island and the development of community ownership of services.
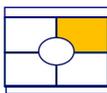
### Citizen and community insight

This is a critical process that will need to be developed to ensure informed and effective decision making.

New Anglesey will:

- Manage and provide oversight on citizen and community access to information and services across multiple channels e.g. contact centre, web, telephone, and social media.

- Build insights on citizens, businesses, service users, voluntary and community sectors and their current and future needs, usage and satisfaction so the Council's policies and its service offer can be aligned to its customers.
- Establish a single coherent citizen and community insight function and aligned service delivery to ensure efficient processing of customer intelligence, coherent information management to enable evidence based commissioning and the more efficient delivery of quality customer services.
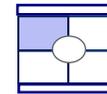
### Democratic leadership on behalf of citizens and community

Strong democratic leadership will be required from the Executive to ensure sustainability and establish and implement the New Anglesey operating framework that enables the Council to successfully deliver outcomes through mobilising Council staff, communities, businesses and partners to work together effectively in setting outcomes and enabling the achievement of those outcomes.

This will require the Executive to:

- Take accountability for all strategic outcomes with appropriate devolution of responsibility to the most suitable level (within the Council, amongst partners, local communities & individuals).
- Actively involve local community and members in decision making and prioritisation.
- Oversee and influence activity that contributes to achievement of outcomes for Anglesey. This should be achieved by closely aligning Executive Members with outcome themes through a robust performance management system.
- Align member portfolios to outcomes.
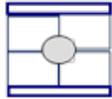
### Senior Leadership Team

Strong leadership and management of operations is required to bring together and develop the council capabilities in customer engagement, insight, leadership, enablement and delivery of outcomes to ensure a single council approach to improving outcomes for Anglesey.

The most important aspect of making this happen is the role played by Officers of the Council, who are responsible for managing day-to-day operations and providing leadership in all service delivery aspects of the Council's activities as identified through the Council's corporate business plan.

Key responsibilities for Officers:

- Shape and manage the changes required to achieve sustainable operations that consistently deliver strategic outcomes and provide value for money for the citizens of Anglesey.
- Ensure that all statutory and regulatory requirements are delivered effectively and efficiently.
- Create and develop a high performing organisation, ensuring that all services and operations are fully aligned to the New Anglesey operating framework.
- Ensure the New Anglesey culture is clarified and developed to engage and enable the workforce and partner organisations to develop cost effective, innovative solutions that are focused on achieving agreed outcomes for Anglesey.
- Ensure all risks are identified, monitored and managed in Council's activities and operations.
- Support the Member Executive in the setting of the corporate business plan, the MTFP and setting of outcomes and the development of the strategy required to achieve them.
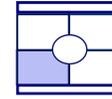
### Enabling outcomes

The current SLT arrangement are organised around three complementary and integrated service outcome themes:

- **Lifelong learning and skills -** Ensure that Anglesey has the right educational outcomes / skills mix to attract sustainable investment to the island, enabling growth whilst supporting young people and adults in a multi-lingual environment to access the opportunities created by this growth.

- **Strong communities -** Ensure Anglesey thrives as a strong and sustainable community in which all individuals and groups are protected and valued.

- **Sustainable development -** Ensure Anglesey's economic growth ambitions are compatible with the social and environmental priorities of the island – delivering a sustainable future that all stakeholders will benefit from.

These outcome themes will need to be reviewed and further developed through the evident-based performance management system.
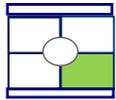
### Delivery options

The new commissioning process will enable the Council to make appropriate, informed choices about how outcomes are delivered and the best delivery option from a range of qualified providers both internal and external;

- In-house provision.
- Private sector.
- Community and voluntary sector.
- Individuals.
- Public/private/third sector partnerships.

Outcomes will be delivered using a mix of formal and informal arrangements through partnering, provider contracts, joint ventures, working collaboratively, directed support and empowerment. Communities and citizens can also be empowered to tackle local issues with the Council providing guidance and directed support.

Commissioned services will be delivered via the model that best supports achievement of outcomes and provides Value for Money. Performance Management of delivery requirements will vary in line with the delivery model used and the outcomes being delivered.
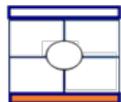
### Infrastructure and business support

The Council's infrastructure and business support services will need to be reviewed as an integral part of the new operating framework to enable the efficient and effective delivery of services, including;

- **Corporate Property rationalisation**
  The Council's property assets will need to be reviewed to maximise investments and ensure alignment with future customer needs and demands. The review will need to be aligned with the commissioning process, service delivery options, and with the future ICT needs of Anglesey.

- **Best Practice 21st Century Technology**
  A review of some aspects of ICT has already taken place (e.g. finance ledger systems). The Council will also need to utilise and embed best practice 21st Century technology to develop new ways of working and decision making; and to connect and enable citizens to full-fill their ambitions and potential.

- **Performance Management**
  Performance management is a critical issue for the Council. To enable the effective delivery of outcomes and maximise the utilisation of resources, the Council will need an integrated performance management system that underpins the operating framework.  Quality and timely and accurate management information about customers, citizens, communities and businesses and council performance will be essential to drive forward the new organisation.

- **Support services**
  Support function will need to be reviewed to ensure that it has the capability to deliver the services the council needs.  Central to the New Anglesey is the transformation agenda and the need for collaborative working across the Council and with partners across the region, enabling change and managing business as usual.

# 6. New Anglesey transformation programme

## Overview – Purpose of the plan and how it complements our other priorities and programmes

Becoming New Anglesey is not just dependent on committing ourselves to the right targets. It also means making sure that we are fully 'fit for purpose'. We need to ensure that we are a strong and capable organisation. The Transformation Programme is at the heart of making this happen.

A core capability we will need is the ability to shape and commission services based on citizen needs and then translate those needs into valued and efficient services that deliver improved outcomes.  This will require strong and effective leadership; staff and management engagement and enablement; the development of a performance based outcomes culture; and associated team and individual development.

The programme identifies and sets out the key organisational development activities and work streams that will ensure New Anglesey is able to deliver sustainable services, provide excellent corporate governance and community leadership and develop the capacity of its employees and elected members.

The Transformation Programme is an integral part of delivering the recovery plans for Education (Estyn) and Social Care (CSSIW) and addressing the critical drivers identified in section 2. It sets out what is needed to ensure that we can deliver a sustainable best value and a high – performing organisation. Each of the individual work streams within the programme either support the organisation to deliver the corporate plan or are inter-laced with specific recovery programmes. The timing and the nature of these interventions will be critical in delivering a timely return of democratic control to the Council.  A strong Programme Management Office will be required to co-ordinate activities on-time and on-budget, and ensure a coherent corporate

overview of both the transformation programme and inter connections with other related initiatives.

## The Transformation programme work streams can be clustered into FOUR main areas:

### A: New Operating framework and processes

- New ways of working.
- Business Process Optimisation.
- Programme Governance and Management.
- Joint Service Planning.

### B: Engagement and collaboration

- National, Regional and Local collaboration.
- Citizen Engagement.
- Private, Public Sector, Voluntary Sector engagement and ownership.
- Employee engagement and ownership.

### C: People and Performance

- Values and culture to deliver the new operating framework.
- Performance Management and Recognition.
- Individual, team and workforce development strategy.
- SLT and Shadow Executive leadership development.

### D: Recovery plans and infrastructure

- Education recovery plan.
- CSSIW recovery plan.
- Property rationalisation.
- ICT.

### A: Operating framework and processes

This work cluster designs the new operating framework that will be delivered, covering all functional and operational aspects of New Anglesey Council. It effectively defines what success looks like and includes the following four inter-related workstreams:

- **New operating framework** clearly defining the service offer, citizens needs, how we deliver our services and where. It will be important to consider matters such as service levels across the County and answer questions such as the type of service provision and how the proposed model fits with local citizens' needs and priorities.

  It will clearly define the processes, infrastructure and technology, organisation structure and governance, people and culture, strategic partnerships. The model should be based on good practice while also looking for opportunities to implement completely new approaches where these can deliver strong benefits.

- **Business process optimisation** is how we optimise the processes we have without removing the steps that work well. Business Process Optimisation is a comprehensive, citizen-focused approach that ensures our operational processes support the Councils business strategies. It will help us define processes and re-engineer workflows in areas targeted for operational improvement and cost reductions. A customised business process transition plan will be designed to support the processes related to major issue areas arising from the inspection reports. The process optimisation approach will also drive the broader transformation work streams relating to people, culture, facilities and technology. BPO also places a special emphasis on sustainably increasing the quality of individual processes.

- **Programme governance and management -** How the Transformation will be supported, managed and monitored**.** A Programme Management Office (PMO) will be required to co-ordinate all the workstream activities across the programme. The PMO will be critical if all the interventions are to be delivered on-time and to cost. We will ensure that a PMO is established and resourced.

  The PMO has several key responsibilities:

  - Support program managers, project managers and project teams.
  - Collate project related data from the project teams in terms of project performance.
  - Ensure process adherence.
  - Collate project reports from project managers and creates dashboard performance reports for the SLT and other stakeholders.
  - Identify project dependencies and coordination between projects within the overall program.
  - Provide tracking, measurement, auditing, budgeting and reporting on all  projects and supports critical decisions on resourcing and performance Given the scale, complexity and timeline of the transformation plan, a robust PMO is required to  plan and set out in detail all activities and deliverables with clear milestone points. Progress tracking and reporting, at programme and corporate level, risks and issues management and interdependency management will be implemented and play a key role in ensuring delivery to plan.

- **Joint service planning** will be central to driving unnecessary costs out of the organisation and also improving the quality and accessibility of services. This can be done through: pooling of information and using common data sets, combining expertise, agreeing joint programme activities, taking decisions jointly on

people development, acting jointly on the planning and procurement of services. A key benefit of collaborative service planning for the citizen, is the potential to join up front-line services driving synergies and potentially protect services through cost-savings that might otherwise have to be stopped or reduced.

## B: Engagement and collaboration

This is a cluster of related workstreams to build engagement between the work of the Council and its stakeholders. A critical activity in this area is to define in practical and meaningful terms the New Anglesey approach: what it means, why it is different and the impact it will have on various stakeholders. There will need to be an over-arching engagement and collaboration framework that defines the communications messages and approaches appropriate to the various stakeholders. There are a number of levels at which the Council needs to engage and communicate with its stakeholders. The plan defines four engagement and collaboration workstreams:

- **Citizen level** which is focused on needs analysis, consistent communications and messaging, dispelling perceptions about the Council and engaging with local people to shape and define services.

- **Public, Private Sector level** focusing on engaging with the private, public and voluntary sectors. Partner sectors will play a key part in the delivery of services as the Council moves towards a commissioning approach to service provision.

- **Employee level** engagement will be required to ensure that there is consistent messaging and that staff feel that they are an integral part of the plan and the changes required. It will also be essential to ensure that motivation and morale are kept strong during the transition. It will be important to celebrate success and develop

quick wins to prove the Council is on a journey to success. The Employee Champions will be a key enabler for this work.

- **National, Regional, Local level** covering national, regional and local collaboration where the Councils offer to other authorities is clearly understood with strong business cases.

## C: People and Performance

The people workstream cluster embraces all aspects of building a capable, well-motivated and high-performing workforce. It will start at the top with a clear definition of values, culture and leadership. This work is also about developing a high-performance workforce with the right skills and capabilities to deliver the new operating framework. Part of it will be behavioural in terms of new ways of working and part of it will be the development of specific technical skills such as commissioning.

The people cluster of work streams will address:

- **Values and culture** to build the right kinds of behaviours that embody what New Anglesey stands for. A clear definition of what new Anglesey means to the workforce and the wider community will be required to enable the associated values and behaviours to be developed.

- **Performance management and recognition** will define a set of design principles of what good performance looks like and the enablers required to motivate, recognise and reward good performance. This work stream first has to define the principles and metrics of good performance, the processes required to measure and monitor performance and then underpin that with a robust performance management system.

The Performance management and recognition model (targets, measures and incentives) will be critical both in terms of the people aspects on performance management and the systems and process support. At the heart of the performance management approach will be a clear understanding of how different service areas operate together and how managers develop strong collaborative service planning frameworks to deliver cost efficiencies through joined-up services.

It will be critical to maintain a strong focus on day-to-day performance across the Council particularly in terms of delivering against the future efficiency plans. The SLT will have to have clear and unambiguous accountabilities for delivering the plan with clear reporting lines in addition to their functional accountabilities.

- **Individual, team and workforce development** will focus on the definition of a Council-wide Capability and Talent Management framework. It will define all the critical skills and behaviours required to deliver the new operating framework and Performance Management and Recognition framework. The team and individual development work will be delivered through a Leadership and Management Academy.

It will also cover the balance between your workforce supply and demand, how it is analysed and then built into the strategic planning cycle. This work stream will look at the 'five rights' of strategic workforce planning – the right number of people, with the right skills, in the right place, at the right level and at the right cost. The strategic workforce planning work stream is closely inter-related with resourcing the new operating framework and the business process optimisation work

- **SLT and shadow executive leadership development** will focus on the behaviours and leadership skills required to build strong working relationships between elected members and the senior management team.

## D: Recovery plans and infrastructure

The Council has a number of plans and projects covering:

- Education recovery plan.
- CSSIW recovery plan.
- Property rationalisation.
- ICT.

The transformation programme will ensure that all these critical projects are led and managed holistically, ensuring integration with related activities and processes.

In the next section we present a summary schedule of the two year programme, setting out the key actions within each of the workstreams, main phases and timescales.

# 7. Programme – schedule and workstreams

**A - Operating framework and processes**

| | | New Operating Model (OM) | Business Process Optimisation (BPO) | Programme governance and management | Joint service planning (JSP) |
|---|---|---|---|---|---|
| Design and approval | June - Sept | Develop new operating model | | Develop programme and outline governance arrangements | |
| | | Align with related activities | | Council sign off | |
| | | Council sign off | | | |
| Detailed design programme | October | Develop detailed operating model arrangements with SLT | Review current processes and technology as-is | Establish governance arrangements and reporting | Define and agree JSP framework |
| | | SLT accountabilities and performance sign off (RACI) | Define critical OM processes | Identify and mobilise council team | Engage with senior managers |
| | | | Define critical service specific processes | Programme management office (PMO) set up and training | |
| Phase 2: Detailed design | November - December | Senior manager and member consultation and communication | Develop OM And critical service processes | Programme mobilisation | Align current service plans with new operating model |
| | | New member portfolios | Identify gaps from as-is to new | Develop detailed programme implementation and benefit plans | Detailed design of JSP framework |
| | | New management structures and arrangements | Maximise efficiency | | Review against new processes |
| | | Define technology requirements | Test new processes | Process management, risks, issues management | Review new functions and structures |
| | | Define Performance management system requirements | Finalise new processes and sign off | | |
| Phase 3: Detailed implementation | 2013 | Manager and staff road shows | Define accountabilities and performance measures | Manage, control, monitor, track | Implement new processes and joint plans |
| | | Detailed implantation and performance measures | Develop new organisational functions and structures (RACI) | Benefit realisation | Align with corporate business plan |
| | | | Service by service implementation; processes, functions, structures | Performance management of programme | Measure and track performance |
| | | Track SLT performance and deliverables | Review and track performance | | Maximise efficiency |

**B – Engagement and collaboration**

| | | National, regional, local collaboration | Citizen engagement | Public, Private sector engagement and ownership | Employee engagement and ownership |
|---|---|---|---|---|---|
| Design and approval | June - September | | | | |
| Detailed design programme | October | Develop vision for collaboration | Review current arrangements against best practice | Review current arrangements against best practice | Develop employee engagement plan |
| | | | | | Develop engagement champions (EC) |
| | | Member engagement and consultation | Develop citizen engagement plan | Develop process as per business process optimisation work stream | Assess critical workforce issues |
| Phase 2: Detailed design | November - December | Assess and develop collaboration service offer | Define new citizen engagement process | Develop stakeholder map | Implement plan and communication |
| | | | | | Key stakeholder management |
| | | Develop outline business case | Define new customer insight process | Assess relevance against vision and objectives | Identify quick win projects |
| | | Engage with key stakeholders | Implement new arrangements through the business process optimisation workstream | Scope on design engagement plan against operational model | Employee engagement survey |
| | | | Implement engagement plan | | |
| Phase 3: Detailed implementation | 2013 | Develop detailed business case and offer | Community road shows | Implement engagement and ownership plan | Clarify new roles |
| | | | | | Reinforce new ways of working |
| | | Implement business case | LSA alignment with new OM | Check and monitor performance | Employee road shows |
| | | Track performance Stakeholder management | Track performance | | Management events Staff events Trade Union events |

**C - People and performance management**

| | | Values and culture to deliver operating model | Performance Management and Recognition (PM&R) | Individual, team and workforce development and strategy | SLT and shadow executive development |
|---|---|---|---|---|---|
| Design and approval | June - September | | | | |
| Detailed design programme | October | Define new values, culture of critical behaviours | Review current practice to PM & R and recognition against best practice | Define and agree workforce strategies to deliver OM and plans | Baseline SLT capability and individual needs |
| | | Undertake management culture diagnostics/change readiness assessment | Stakeholder perception | | Design leadership programme |
| | | Stakeholder management and communications | | | Define needs of members |
| Phase 2: Detailed design | November – December | Identify gaps between as-is culture and new performance culture | Develop new performance management design principles and new system | Develop strategic capability and competency framework to implement OM and plans | SLT development |
| | | Develop cultural change programme | Develop total reward and recognition strategy | Assess management capability | Member development |
| | | Engage managers to lead the way | PM system specification | Undertake workforce analysis and feedback | Develop performance scorecards for SLT |
| | | Agree performance measures | Develop senior manager to use system | Build workforce development plans | Track performance and development |
| Phase 3: Detailed implementation | 2013 | Implement full cultural change programme | Implement total reward and recognition strategy | Detailed management development programme to implement OM and plans | Continuous development |
| | | | Implement new performance appraisal system | Track and measure management performance | |
| | | Service by service reviews | Develop workforce in new system | Design staff development programme – Leadership Academy | Assess performance against scorecards |
| | | Measure change in culture and track performance | Plan, manage, review and reward performance | Track and measure staff performance | Model new ways of working |
| | | | | Track development of workforce for the future | |

**D - Recovery plans and infrastructure**

| | | Education recovery plan | CSSIW recovery plan | Property rationalisation | ICT |
|---|---|---|---|---|---|
| Design and approval | June - September | Develop ESTYN PIAP | | Develop concept for LABV | |
| | | Sign off PIAP | | | |
| Detailed design programme | October | Develop detailed project implementation and engagement plan | Review progress to date | Review options on LABV and develop business case | Agree and define ICT strategy against OP model on plans |
| | | Engage managers | Revise plans as appropriate | Engage managers | |
| Phase 2: Detailed design | November - December | Implement plan | Implement plan | Implement plan | ICT portfolio documents |
| | | Resolving critical issues using process optimisation review (process redesign) | | | ICT portfolio mapped to OD plc |
| | | Recovery Interventions | Recovery interventions | School property rationalisation | Develop business cases |
| Phase 3: Detailed implementation | 2013 | Monitor and track performance | Monitor and track performance | Realise plan | Rationalise ICT |
| | | | | Monitor and track performance | Monitor and track performance |

# How the Council will operate

**HayGroup®**

**Engagement and Ownership**
Private, public, community and voluntary sector
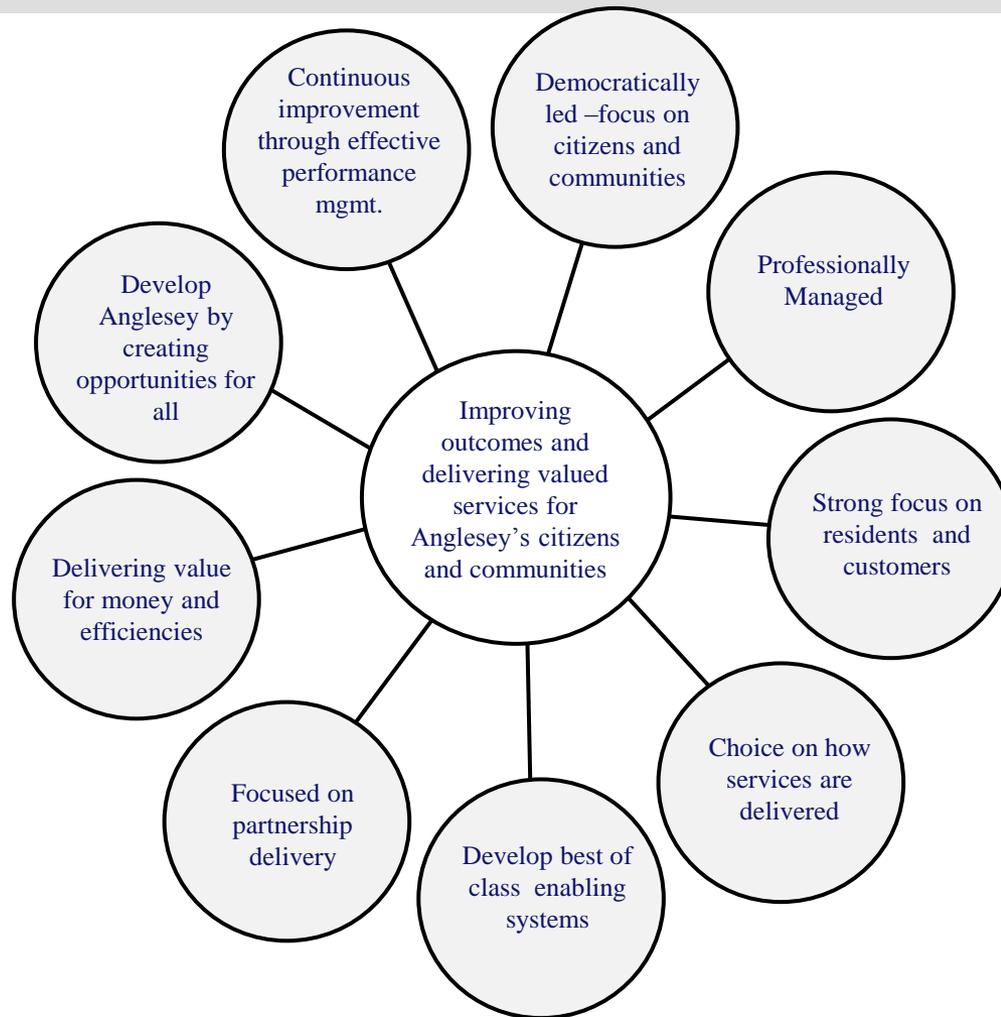
Focus on Customers

Focus on Outcomes & Commissioning

Focus on delivery excellence and VFM

Focus on enabling Infrastructure processes, systems

**Democratic Leadership, and Governance shaping policy**

Insight and needs

**Citizen and Community insight and needs shaping services**

Setting priorities/ direction and accountability

**Senior Leadership Team**

Achievement of Outcomes

**Enabling Outcomes through commissioning**

Performance Management

**Delivery Options achieving outcomes**

**Infrastructure and Business Support**
Property, ICT, Finance, HR, and Legal

# One Council, One Direction – the planning framework

3