

REPORT for meeting to be held on 21 October 2010

Setting the scrutiny committee work programme

Prioritising topics for scrutiny

Summary: The report provides members with a checklist and filtering system to assist them when deciding which items should go on the scrutiny work programme.

This is an opportunity for the scrutiny committee, corporate management team and the cabinet to raise topics that impact on the corporate plan and council priorities for future scrutiny.

Although setting the future work of the committee for the next 12 month period, members will have the opportunity on a monthly basis to revise the programme as and when events dictate. This is done via the work programme standing item on the scrutiny committee agendas.

Conclusions: The advice as set out in this report should enable the scrutiny committee to ensure that the work of the committee is relevant and achievable.

Recommendation: To consider this report and the cabinet forward plan, as well as the updates from the transformation programme manager and the head of procurement & service improvement when setting the committee's work programme.

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1. The scrutiny committee work programme

- 1.1 To be most effective the scrutiny committee work programme needs to be focussed and linked to the corporate plan. The role of the scrutiny committee is to monitor, pre-scrutinise and to hold the decision makers to account. This is either the cabinet or those officers with delegated decision making powers.
- 1.2 Although it should be understood that the scrutiny committee should have ultimate control of its own work programme, the members of the committee need to work closely with the cabinet and corporate management team when planning future work. This should help to ensure that the work of the scrutiny committee remains relevant, achievable and that it is engaged in the issues it feels are important at the developmental stage in order that critical friend challenge can be offered.
- 1.3 There should not be an element of surprise in the work of the scrutiny committee either in the role of the scrutineer or as a cabinet or corporate management team attendee.
- 1.4 Although setting the future work of the committee for the next 12 month period, members will have the opportunity on a monthly basis to revise the programme as and when events dictate. This is done via the work programme standing item on the scrutiny committee agendas.

2. Statutory and agreed scrutiny duties

- 2.1 The scrutiny committee work programme attached has already been populated with those statutory and locally agreed duties the committee has to consider on a cyclical basis:
 - a) Annual review of scrutiny
 - b) Quarterly performance data
 - c) Crime & Disorder Reduction Partnership performance data

3. The four principles of good public scrutiny

- Provide 'critical friend' challenge to executives as well as external authorities and agencies.
- Reflect the voice and concerns of the public and its communities.
- Should take the lead and own the scrutiny process on behalf of the public
- Should make an impact on the delivery of public service

4. Checklist and filtering system to assist when deciding which Items Should go on the scrutiny work programme.

Section A below contains some **initial questions** which should be asked of each proposed topic.

Sections B-D are filters which can be scored 1-5 and **section E** gives criteria for rejecting items:

A. General questions to be asked at the outset

- does this issue have a potential impact for one or more section(s) of the population?
- is the issue strategic and significant?
- is there a clear objective for scrutinising this topic?
- is there evidence to support the need for scrutiny?
- what do we hope to achieve?
- what are the likely benefits to the council and its customers?
- are you likely to achieve a desired outcome?
- what are the potential risks?
- are there adequate resources available to do the activity well?
- is the Scrutiny activity timely?

B. Public interest

- issue identified by Members through surgeries and other contact with constituents
- user dissatisfaction with service (e.g. complaints)
- market surveys/citizens panels
- issue covered in local media

C. Internal council priority

- council corporate priority area
- high level of budgetary commitment to the service/policy area (as percentage of total expenditure)
- pattern of budgetary overspends

- poor performing service (evidence from performance indicators/benchmarking)

D. External Factors

- central government priority area
- new government guidance or legislation
- issues raised by External Audit Management Letters/External audit reports
- key reports or new evidence provided by external organisations on key issue

E. Criteria to Reject items

- issue being examined elsewhere - e.g. by the cabinet, working group, officer group, other body
- issue dealt with less than 2 years ago
- new legislation or guidance expected within the next year
- no scope for scrutiny to add value/ make a difference
- the objective cannot be achieved in the specified timescale

5. Topics Suggested at Previous Scrutiny Committee Meetings

5.1 Cabinet forward agenda has been available to scrutiny members at previous meetings and been used to inform work programming decisions. The current forward agenda is attached as Appendix 1

5.2 Some of the following topics had been either suggested and or agreed as scrutiny committee topics at previous meetings of the committee. As part of this annual review of the work programme it is suggested that members put these topics through the same selection process as any new subject areas to ensure that the work programme remains to be relevant and deliverable;

5.3 **Greater Norwich Development Partnership** – to consider the decision making process of the GNPD in light of the Audit Commission Report,

Draft Budget Scrutiny – Drop in scrutiny café to have an input, critical friend challenge and to gain an overview of the draft budget and restructuring proposals

An update on the transformation and efficiency programme will be provided at your meeting by the transformation programme manager which will inform discussions in this area.

Budget Scrutiny – to gain an overview of the proposed budget in-order to assess if it will deliver the aims of the council,

Housing Environmental, Building Maintenance and Highway Works Contracts - There has since been motions passed at the September 28 Council meeting - ***report by head of procurement and service improvement attached as Appendix 2***

Effectiveness of the Revised Procurement Strategy – To gain an overview of the performance of the procurement strategy since its revision and could link to the contracts topic,

Annual Review of the Partnerships Register – pre-scrutiny of the annual review before it is signed off by the cabinet,

Progress Review of the Financial Inclusion Strategy and Action Plan – to provide a further progress monitoring report that provides a clear view of objectives

Road Condition - follow up on progress since the committees initial scrutiny relating to potholes in Norwich resulting from the winter weather 2009/2010.

- 5.4 **The scrutiny committee sits once a month and it is advised that most effective scrutiny takes place when the agenda is not overloaded as this allows a much more focused discussion.**

6 Training

- 6.1 Please also note that there will be **Questioning Skills** training for scrutiny members in November. The date and venue for this will be reported orally to you at this meeting.

FORWARD AGENDA / CABINET, COUNCIL, SCRUTINY AND AUDIT COMMITTEES 2010/11

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
CABINET 27 Oct	Development Framework Strategy for UEA	To consider endorsement of strategy	Dir of Reg & Devop – Graham Nelson	8 Oct	JM	PH	
CABINET 27 Oct	Meeting the financial challenges - outcomes from consultations on proposed savings. Part EXEMPT REPORT	To seek the approval from the executive to a programme of savings, following consultation with stakeholders.	DCEO -	8 Oct	BB	PH	
CABINET 27 Oct	PV for Free KEY DECISION	To approve working with a partner to install photovoltaic's (solar electricity systems) on a large number of Council homes and private sector homes at no cost to the Council.	Dir of Regen & Develop – Paul Swanborough	8 Oct	CMT	PH	
CABINET 27 Oct	Norwich Business Improvement District	To inform Cabinet of the latest developments by the City Centre Partnership towards creating a Business Improvement District (BID) in Norwich and to ask for Executive agreement in principle to continue current funding arrangements for the City Centre Manager post in 2011/12 and 2012/13 for the	Dir of Regen & Develop – Ellen Tilney	8 Oct	CMT	PH	

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
		duration of BID development.					
CABINET 27 Oct	Reforming Rail Franchising: Government Consultation	To approve the Council's response to the Government's consultation	Dir of Regen & Develop – Andy Watt	24 Sep	JM	PH	
CABINET 27 Oct	Singe Equality Act 2010	To inform Cabinet of the general duties of the Single Equalities Act which came into force on 1 October 2010. To notify Cabinet of the intention to submit a response to the consultation on elements of the Act which have not yet come into force, regarding the specific duties of the public sector.	Dir of Trasformation – Nadia Aman	8 Oct	PS	PH	
CABINET 27 Oct	Annual report for Tenants	To consider the annual report for tenants to meet the requirements of the TSA	Dir of Regen & Develop –	8 Oct	JM	PH	
CABINET 10 Nov	Managing Assets KEY DECISION	To seek approval for the disposal of council owned properties following the principles of the Management assets report agreed 24 Feb	Dir of Reg & Develop – Andrew Turnbull	22 Oct	JM	PH	

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
		10					
CABINET 10 Nov	Phased closure of the City Hall cashier service update	To update cabinet on the progress of the project to close the City Hall cashier service.	DCEO – Robin Hare	22 Oct	BB	PH	
CABINET 24 Nov	Business Case for Integrated Customer Contact Systems	Part of the Spend Save agenda	Deputy Chief Executive	5 Nov	BB	PH	
CABINET 24 Nov	Development Management Policies Development Plan Document	To approve the DM policies DPD for public consultation	Dir of Reg and Develop – Graham Nelson	5 Nov	JM	PH	
CABINET 24 Nov	Site Allocation Development Plan Document	To approve the sites allocation DPD for public consultation	Dir of Reg and Develop – Graham Nelson	5 Nov	JM	PH	
CABINET 24 Nov	Annual Monitoring Report	To approve the annual monitoring report for publication	Dir of Reg and Develop – Graham Nelson	5 Nov	JM	PH	
CABINET 24 Nov	Fibre Optic Broadband		Dir of Ren & Devop - Ellen Tilney	5 Nov	JM	PH	
CABINET 24 Nov	Exemplar First Phase of Development at Threescore EXEMPT REPORT	To seek approval to procure a development partner for an exemplar first phase of development at Threescore.	Dir of Ren & Devop –Gwyn Jones	5 Nov	JM	PH	
CABINET 8 Dec	Quarter 2 2010/11 Performance	To provide monitoring information performance	Dir of Transformation	19 Nov	PS	PH	

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
	Monitoring						
CABINET 8 Dec	Scrutiny Cycling Task & Finish Group: Recommendations to Executive	To consider Scrutiny's Cttee recommendations arising out of work by Scrutiny Cycling Task and Finish Gp.	Dir of Develop & Regen – Andy Watt	19 Nov	JM	PH	
CABINET 8 Dec	Greater Norwich Rough Sleepers Strategy	To approve formal adoption	Dir of Develop & Reg – Chris Hancock	19 Nov	JM	PH	
CABINET 8 Dec	HCA – Local Investment Plan (LIP)	To approve the LIP for Greater Norwich	Dir of Ren & Devop – Gwyn Jones	19 Nov	JM	PH	IC 3 Nov
CABINET 22 Dec	Review of the Norwich Highways Agency Agreement	To consider and agree the terms for a new highways agency agreement with Norfolk County Council	Dir of Develop & Reg Andy Watt	3 Dec	JM	PH	
CABINET 22 Dec	Allotments Rules Review	To approve for consultation (moved from 21 Jul to unallocated by Simon Meek by email 28.6.10(slc))	Head of Citywide Services – Adrian Akester/Simon Meek	3 Dec	JM	PH	
CABINET 19 Jan	Delivering Affordable Housing Partnership Review	To inform members of the results following a review of the Delivering Affordable Housing Partnership, to seek	Dir of Reg & Develop – Andrew Turnbull	31 Dec	JM	PH	

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
		approval for the appointment of the members to partnership, allocate 4 th tranche of council owned sites for development					
CABINET 2 Feb	Heigham Grove Conservation Area Appraisal	To approve the Heigham Grove conservation area appraisal	Dir Regeneration & Development – Ben Webster	14 Jan			
CABINET 2 Mar	Quarter 3 2010/11 Performance Monitoring	To provide monitoring information performance	Dir of Transformation	11 Feb	PS	PH	
CABINET 2 Mar	Greater Norwich Area Housing Strategy		Ass Dir – Neighbourhoods Paul Swanborough/ Chris Hancock	11 Feb			
CABINET 2 Mar	Greater Norwich Area Homelessness Strategy		Ass Dir – Neighbourhoods Paul Swanborough/ Chris Hancock	11 Feb			
CABINET 16 Mar	Bracondale Conservation Area Appraisal	To approve the Bracondale conservation area appraisal	Dir Regeneration & Development – Ben Webster	25 Feb			

Meeting	Report	Purpose	Director & Head of Service	Final Report - to Cttee Officer by:-	Management Clearance • CMT	Cabinet Briefing (IC) or Portfolio Holder (PH)	TB/VH Comments
CABINET 30 Mar	Annual Review of Partnership Review		Dir of Transformation – Debbie Cronk	11 Mar			
CABINET 11 May				21 Apr			

Unallocated Items			
Meeting	Report	Purpose/Comments	Directorate
CABINET Nov?	Participatory Budgeting	To report the recommendation from the all party task and finish group which considered the future development of participatory Budgeting and the mechanisms for its distribution	Dir of Reg & Devop – Bob Cronk

Unallocated Items			
Meeting	Report	Purpose/Comments	Directorate
CABINET	Domestic Violence Strategy	to adopt the strategy for the City	Dir of Reg & Devop – Alison Spalding
CABINET	Neighbourhood strategy	to seek approval of a refresh of the neighbourhood	Dir of Reg and Develop - Doug Wilkinson, Bob Cronk
CABINET	Disposal of NCC land	To approve the terms of sale of future NCC sites (EXEMPT REPORT)	Dir of Regen & Develop – Doug Wilkinson/Debbie Gould
CABINET	Community Infrastructure Levy		Dir of Regen & Develop – Anne Bonsor
CABINET	Monitoring Officers Report	To note the monitoring officers report.	DCEO – Philip Hyde
CABINET	Open Space Strategy	To seek endorsement to an open space strategy	Dir of Reg & Develop – Paul Rao
CABINET	Task and Finish Groups	To endorse the recommendations of Scrutiny's Task & Finish Groups	Head of Reg Legal and Democratic Services – Steve Goddard
CABINET	Engaging Young People	Referral from Council 18 March 2008. Council to explore creation of Youth Scrutiny Gp to work alongside Scrutiny Cttee in area of policy formation, during approach to New Unitary Council	Steve Goddard/Paul Spencer/Bob Cronk/CMT
CABINET	Webcasting of Council meetings	Referral from the Constitution Working Party	Andy Emms – DS Manager`
CABINET	No Recourse to	From a motion to Council 30 March 2010. To ask	Alison Spalding

Unallocated Items			
Meeting	Report	Purpose/Comments	Directorate
	Public Funds	the Executive to consider ways to work together with the Council's partners to counter the specific set of problems that such women face in Norwich.	
CABINET	Micro-Power	From a motion to Council 30 March 2010. To ask the Executive to consider ways in which the objectives of the Micro Generation Council could help us achieve this in Norwich	Richard Willson
CABINET	ICT Open Source Software	From a motion to Council 29 June 2010 To ask Executive to look at better value for money alternatives and review policy and options on ICT procurement	Jane Allen, Jane Rogers, Anton Bull
CABINET Feb 2011?	Selection of Development Partner	To seek approval for a development partner following the procurement process	Gwyn Jones
CABINET March 2011?	Community Infrastructure Levy for Greater Norwich		Gwyn Jones

Norwich City Council
SCRUTINY COMMITTEE

REPORT for meeting to be held on 21 October 2010

Scrutiny of the Procurement Process with particular reference to the process leading to the award of contracts to Connaught Partnerships Limited

- 1.Summary:** This report provides members with details of the procurement process at Norwich City Council along with details of decision points within that process. References have been made to how the process was applied to the process leading to the award of contracts to Connaught Partnerships Limited. Processes evolve and change as a result of changes in other policies, procedures. Some procurement processes happen over a short space of time and can be measured in days while others happen over prolonged periods of months and sometimes years as in the case of the process leading to the award of contracts to Connaught Partnerships Limited
- Conclusions:** The details of the process in this report should allow members to understand the process for procuring services
- Recommendation:** That members note the content of the report and take this in to account when setting their work programme for the coming months.
- Contact Officer:** Anton Bull – Head of procurement and service improvement
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Tel: 01603 212326
- Exec Member:** Cllr Alan Waters
- Background Papers** Public Contracts Regulations 2006
Public Contracts (Amendments) Regulations 2009
Transfer of Undertakings (Protection of Employment) Regulations 2006

Background

1. At the meeting of Council on 28 September 2010 the Council

RESOLVED to ask Scrutiny Committee to –

- (i) with 22 voting in favour, none against and 14 abstentions, undertake a review of the Council's procurement processes, with particular reference to the process used in the tendering of the Connaught contracts;
2. This report is intended to outline the Council's procurement processes with particular reference to the processes used in the tendering of the Connaught contracts.

Key Council documents for procurement

3. On 30 May 2007 the Executive approved the Council's first procurement strategy and plan. This is attached as Appendix A.
4. On 23 June 2010 the Executive resolved to approve an updated procurement strategy. This is attached as Appendix B.
5. Article 14 of the Constitution details the requirements for contracts.
6. Appendix 11 of the constitution then details the procedural requirements for awarding contracts.

Other documents relating to contracts

7. The Council is a contracting body and is therefore subject to the requirements of the Public Contracts Regulations 2006. These have recently been amended by the Public Contracts (Amendment) Regulations 2009.
8. Any contracts involving transfer of staff between the council and a new supplier or between the existing supplier and a new supplier will be subject the Transfer of Undertakings (Protection of Employment) Regulations 2006
9. The Target Operating Model or blueprint for a lean council also drives the organisational principle which will affect procurement. This is attached as Appendix C.
10. Whilst these represent the main documents relating to procurement, this list is by no means exhaustive.

Case law

11. The European directives and the Public Contracts Regulations 2006 from which they are derived have seen an increasing number of cases being taken to the courts. By way of example there were over 40 reported cases in a 12 month period to May 2010 as reported by Field Fisher Waterhouse on their website. This is indicative of the increasingly litigious nature of public procurement. Further information can be obtained by accessing the website below.
12. <http://www.ffw.com/publications/all/newsletters/public-procurement-law-update/procurement-update-table.aspx>

Definition and scope of procurement

13. Procurement is the process of acquiring goods, works and services, covering both acquisitions from third parties and from in-house providers. The process spans the whole cycle from identification of needs, through to the end of a services contract or the end of the useful life of an asset. It involves options appraisal and the critical “make or buy” decision which may result in the provision of services in-house in appropriate circumstances.
14. Procurement is also about making choices. The choice that members make about a particular contract or form of partnering is a very clear signal of what type of authority the council wants to be and how it wants to be seen now and in the future.
15. The above two paragraphs come from The National Procurement Strategy for Local Government and demonstrate the wide reaching nature of procurement. This is a cradle to grave approach to provision of services and encompasses much more than the tendering process.

Outline of the procurement process

Identification of need

16. Identification of need. At this stage the requirement and the scope of the requirement is identified. Key drivers at this stage will be the Corporate Plan and the Target Operating Model principles.
17. The requirement should be linked to the delivery of the Corporate Plan. This will range from indirect delivery such as stationery, payroll etc which would support the organisation to direct delivery such as refuse collection or housing repairs.

Analysis of options for delivery

18. At this stage analysis should lead to a preferred option to be pursued. Sometimes the preferred option will be clear and in other cases there will be

more than one option that could deliver the outcome required and it will not be clear which one meets the need the closest. For example, when buying goods such as computers or desks it is simple to reach a conclusion that the Council should buy the goods in and not make them as it is not an area where the Council has the resources, knowledge or sufficient capacity to make the goods. However, in service areas such as payroll, ICT services, etc there will be more detailed analysis required to reach a conclusion for the best way to deliver services.

19. The key drivers and influencing factors will vary for each different requirement but analysis can be completed using a variety of common tools such as SWOT analysis (Strengths, Weaknesses, Opportunities and Threats), PESTLE (Political, Economic, Social, Technological, Legal and Environmental), Cost benefit analysis. There is a variety of tools that can be used but the outcome of any of them will be to identify the option which is most likely to meet the required need.
20. The analysis can lead to a variety of outcomes and a few examples are in house provision, third sector provision, private provision, shared services, delegation of functions to another local authority, partnerships (either public or private) and grant funding. Some of these will have formal contractual relationships others will have service level agreements or grant conditions.
21. In relation to the process leading to the award of contracts to Connaught Partnerships Limited in December 2008 and January 2009 the Contracts working party discussed the options available to the Council. Note at this time the Target Operating Model did not exist. On 21 January 2009 the Executive considered the 'CityCare services re-provisioning strategy'.
22. The Executive resolved to
 - (1) agree the proposed strategy;
 - (2) note that the scope of services discussed at the Contracts Working Party on 9 January 2009 is work in progress that is moving the re-provisioning of services in the right direction but will be further refined and returned to the Executive for approval;
 - (3) agree that the in-sourcing of services is discounted but reserved as an option if the market does not provide the required level of services at an affordable price; and
 - (4) agree that the next generation of contract renewals provides that opportunity for exploring the in-sourcing of services in more detail

Sourcing the identified option

23. Where an in house option has been agreed then this would involve either continuing existing provision or setting up the infrastructure required to deliver the service in house. This may involve sourcing accommodation, support services, goods and services. For example to run a finance service accommodation is required, computer systems, training, payroll, HR etc

24. Where an external sourcing route option has been agreed a procurement process will be commenced. The procedure adopted will be driven by the value and complexity of the requirement.

25. The key steps in the external procurement process are

- a) Develop documents for the tender process including the detailed specification
- b) Advertising the requirement or approaching a number of known suppliers
- c) Receiving expressions of interest
- d) Issuing documents
- e) Receiving completed documents
- f) Evaluating documents returned
- g) Identifying the successful contractor
- h) Internal approval processes (Executive or under delegated authority to officers)
- i) Notifying successful and unsuccessful suppliers
- j) Giving feedback to suppliers
- k) Mobilisation
- l) Contract commencement
- m) Contract management
- n) Demobilisation

Note: There is a variety of processes that can be used including open tendering, restricted tendering, competitive dialogue, negotiated. In all cases there are two distinct evaluations, one is the supplier selection (financial standing, technical capacity and track record) and the other is the tender evaluation (price, quality, delivery timetable etc). Whichever process is used these are both distinct phases.

Sourcing the identified option in the process leading to the award of contracts to Connaught Partnerships Limited

26. In relation to the process leading to the award of contracts by Connaught Partnerships Limited the following occurred at each stage of the process. Further, the Contracts Working Party reviewed all stages of the process and all reports and recommendations before they were submitted to the Executive.

- a) Develop documents for the tender process including the detailed specification

Detailed specifications were developed by service area leads. These were developed using a variety of sources including officer knowledge, specifications from other organisations, members, Council policies and

service standards, consultation with residents, tenants, and leaseholders through a variety of methods including focus groups and support from external consultants.

b) Advertising the requirement or approaching a number of known suppliers

A notice was placed in the Official Journal of the European Union on 23 April 2009 detailing the requirements of the Council. The notice described the process the Council would use as a restricted process where supplier selection would take place first followed by a tender for the requirements.

c) Receiving expressions of interest

The Council received 171 expressions of interest from suppliers in relation to the requirements.

d) Issuing documents

This was completed in two phases for the contracts.

The first phase was the issue of a pre-qualification questionnaire (PQQ). On 8 April 2009 the Executive had resolved to use the Office for Government Commerce (OGC) pre-qualification questionnaire along with OGC evaluation methodology with one minor amendment to disqualification. Once the OJEU notice had been published in April 2009 PQQ's were issued to suppliers who expressed an interest.

The second phase was the issue of tender documents which detailed the requirements of the Council along with the evaluation criteria that would be used.

e) Receiving completed documents

Again this was completed in two phases.

57 completed PQQ's were received by the closing date of 22 May 2009.

19 completed tenders were received by the closing date of 16 October 2009.

f) Evaluating documents returned

PQQ's were evaluated in accordance with the evaluation document that had been approved by the Executive on 8 April 2009. In relation to the financial assessment particularly Connaught Partnerships Limited passed

the evaluation. The number of suppliers was reduced from 57 to 38 who were invited to tender. Some of the 19 that were not invited to tender had failed the financial evaluation and others had only achieved a low score compared to the successful 38 suppliers.

Tender documents were evaluated in accordance with the evaluation criteria as specified in the tender document. The evaluation was conducted by teams of staff, tenants and leaseholders for the housing contracts and supervised and challenged by the external consultants Tribal Consulting.

g) Identifying the successful contractor

The evaluation process identified the highest scoring contractor for each lot. Connaught Partnerships Limited was identified as the successful contractor for various lots.

Various clarifications had been sought during the tender process but in particular the low price submitted by Connaught Partnerships Limited was questioned during the initial tender evaluation. This was then subsequently tested at a meeting where the make up of the tender prices and assumptions made was thoroughly reviewed. The Council was unable to prove that the assumptions were incorrect and that the bid should be rejected as an abnormally low tender.

h) Internal approval processes (Executive or under delegated authority to officers)

The intention to award the contracts to Connaught Partnerships Limited was first taken to the Executive on 13 November 2009.

After feedback to suppliers a further approval process took place and the Executive approved the award of contracts on 10 February 2010. There were some changes to the 13 November 2009 approvals because some suppliers had not accepted the offer and had withdrawn so further contracts were awarded to Connaught Partnerships Limited as the next placed supplier.

i) Notifying successful and unsuccessful suppliers

Suppliers were initially notified by letter/email detailing their scores and invited to receive further feedback.

Changes to the Public Contracts Regulations by virtue of the Public Contracts Regulations (Amendment) Regulations 2009 which came in to

force on 20 December 2010 now mean that much more detailed information must be given in the initial notification.

j) Giving feedback to suppliers

Suppliers were given further feedback mainly in face to face meetings but some suppliers requested feedback via the phone or in writing. This feedback was given as requested.

k) Mobilisation

New service provision requires suppliers to mobilise and put in place office/depot arrangements, IT, vehicles, materials, payroll etc. New staff need to go through induction to their new employer and training in any new methods of working, equipment, IT etc.

In relation to the mobilisation with Connaught Partnerships Limited there were some issues. The Council and Connaught had set up a joint team to oversee the mobilisation. This was a large scale mobilisation including transferring over 500 staff, obtaining equipment and vehicles for those staff and ensuring that they were ready to go and taking over from an organisation that had been delivering services for the last 10 years.

l) Contract commencement

Once mobilisation is complete there will be the formal commencement of the new contract and service delivery.

There were some initial issues with staffing and Connaught Partnerships Limited had to get to grips with adjusting the number of staff that had transferred in to their delivery model. Some staff were reported to be on gardening leave as Connaught Partnerships Limited prioritised inducting and mobilising staff engaged directly on service delivery.

There were some equipment shortages at the beginning of the contract and some of this was because the equipment that had been brought in was not suitable and on other occasions the equipment had not arrived on time. Whilst this was not acceptable to the Council the overall effect on service delivery was not significant and the Council worked with Connaught Partnerships Limited to identify and resolve the issues.

m) Contract management

Once the contract starts service areas will manage the contract delivery including performance and change management.

The contracts with Connaught Partnerships Limited, like any contracts, will have a “bedding down” period where it is anticipated that performance targets will not be met as teething issues are resolved. For contracts of this nature and length this is usually around 3 months and then full performance measurement against the contractual requirements will begin.

In relation to the housing contracts as Connaught Partnerships Limited went in to administration on 8 September 2010 we were barely out of the bedding down period.

n) Demobilisation

For any contract demobilisation will either lead to the end of a fixed term contract having been concluded or, where there is an ongoing requirement, handover to a new contractor.

Demobilisation will deal with bringing the contract to a close. The tasks will vary from contract to contract but will include resolving outstanding invoices, dealing with incomplete work, handover of property, records and information, TUPE transfer of staff, pension fund cessation position where Local Government Pension Scheme applies.

Conclusion

27. The details of the process in this report should allow members to understand the process for procuring services.



NORWICH
City Council

Norwich City Council Procurement Strategy

Version 1

May 2007

1. Introduction

Procurement has been highlighted as central to delivering the objectives of Norwich City Council. Good procurement will lead to buying goods, works and services in an ethical and sustainable way that will optimize our use of resources providing value for money and contribute to the provision of good quality services for the Citizens of Norwich.

2. What is Procurement?

The National Procurement Strategy for Local Government definition states:

“Procurement” is the process of acquiring goods, works and services, covering both acquisitions from third parties and from in-house providers. The process spans the **whole cycle** from identification of needs, through to the end of a services contract or the end of the useful life of an asset. It involves options appraisal and the critical “make or buy” decision which may result in the provision of services in-house in appropriate circumstances.

It goes on to say:

Procurement is also about making choices. The choice that members make about a particular contract or form of partnering is a very clear signal of what type of authority the council wants to be and how it wants to be seen now and in the future.

3. National Procurement Strategy Key Themes

The National Procurement Strategy looks to develop 4 key themes underpinning improvements in procurement. These key themes are:

- a) Providing Leadership and building capacity
- b) Partnering and collaboration
- c) Stimulating markets and achieving community benefits
- d) Doing business electronically

4. Procurement Vision

Norwich City Council will strive to deliver quality services through the most appropriate procurement route. Procurement procedures will be defined providing a framework for all officers to follow to identify the procurement route that will deliver Best Value.

When procuring goods, works and services Norwich City Council will seek to ensure Value for Money by evaluating bids based on the Most Economically Advantageous Tender taking in to account the whole life costs of the procurement. All procurements will balance the cost of procurement with the

quality of goods, works and services delivered and how these meet the objectives of Norwich City Council.

5. The Key Principles of our Procurement Strategy

The Key Principles of Procurement at Norwich City Council are:

- a) to support the delivery of the Norwich City Council's vision which is "Working with you – aiming high to make Norwich proud, prosperous, safe and clean"
- b) to support the delivery of cost effective, quality services to the Citizens of Norwich
- c) to raise awareness for the need for high quality procurement practices in all areas of Norwich City Council, the supply chain and stakeholders
- d) to increase the capability of all officers involved in Procurement through advice and training
- e) to develop a Mixed Economy provision of service choosing the best solution to meet the needs of the City Council
- f) to minimize the administrative cost of procurement
- g) consider sustainability ****and ethics** in all procurement and ensuring equality of opportunity for all
- h) provide local suppliers with information allowing them to compete fairly for Norwich City Council's business
- i) to ensure legal requirements are met when procuring goods, works and services

6. How will we go about implementing the Key Principles

- a) Develop procurement policies, procedures, guidance notes and templates
- b) Officers at all levels involved in procurement will receive training, advice and guidance to enable them to fulfil their procurement duties
- c) Procurement Performance Indicators will be developed to monitor performance and target resources to ensure improvements
- d) Review existing procurement arrangements and ensure that contracts are in place
- e) Research markets and best practice to find the most appropriate procurement route
- f) Participate in consortia and collaborative procurement where this provides Best Value and better value for money cannot be obtained elsewhere
- g) Develop an e-Purchasing System ensuring appropriate controls for raising orders and ensuring invoices received are matched to Purchase Orders
- h) Consider joining an e-Marketplace for commonly bought goods and services
- i) Promote sustainability and ethics in the procurement process with particular regard to
 - Community Enterprise and the LEGI (Local Enterprise Growth Initiative) programme

- Balancing support local purchasing and procurement whilst ensuring compliance with EU Laws and not discriminating based on location
 - The use of Fair Trade products
 - The principles of Reduce, Reuse and Recycle
 - Environmental considerations in buildings such as installing energy efficient products
 - Eliminating the use of products that have been tested on animals such as cleaning materials
 - The use of Recycled products such as Paper for printers and copiers
 - Reducing energy consumption
 - Reducing CO2 emissions
 - Minimising the use of harmful chemicals
 - The ethics of suppliers
 - The use of products that can be re-used or recycled at the end of their life cycle
- j) Promote equality of opportunity for all suppliers to Norwich City Council
- k) Continually review our procurement practices learning both from within and through consultation with other bodies such as the Regional Centre of Excellence East

7. Next steps

Once Norwich City Council adopts this strategy a detailed action plan will be developed to implement and monitor the strategy. Regular progress reports will be prepared detailing actions taken in relation to this strategy.

Report for Resolution

Report to Executive
23 June 2010

Report of Head of Procurement and Service Improvement

Subject Procurement Strategy

7

Purpose

The purpose of this report is to present a refreshed Procurement Strategy to the Executive for approval.

Recommendations

Executive approve the Procurement Strategy.

Financial Consequences

The financial consequences of this report are none.

Risk Assessment

There are no direct risks associated with the Procurement Strategy itself. There is a risk that without a current Procurement Strategy the authority is unable to demonstrate good procurement for the use of resources assessment.

Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority "One Council" and the service plan priority OC4 – achieve level 3 for our Use of Resources Score 2010-11

Executive Member: Councillor Waters - Corporate Resources and Governance

Ward:

Contact Officers

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Background Documents

Procurement Strategy and Plan 30 May 2007

Report

Background

1. The Executive approved a Procurement Strategy and Plan on 30 May 2007.
2. The 2007 plan was an ambitious undertaking to raise standards. Much of this first strategy centred on the processes around procurement such as purchase to pay processes and tendering processes.

Progress since the previous strategy

3. The following table shows the progress made against the actions identified in the previous plan

The key achievements since 2007 are detailed below

Key aim from 2007 plan	Progress to date	Key outcomes
Task 1: develop a contracts database.	Database in place and maintained by corporate procurement team.	Visibility of council's spending and contracts. Forward plan of procurement projects.
Task 2: Implement Oracle Purchasing.	Oracle Purchasing has been implemented fully rolled out since February 2008.	Visibility of the purchase to pay process, management information, identification of off contract expenditure, electronic authorisation and delivery of purchase orders.
Task 3: produce ordering procedures.	Ordering procedures produced.	Support users of the Oracle purchasing system.
Task 4: review contract standing orders.	New contract standing orders adopted by council on 18 March 2008.	Clearly defined governance and procedures.
Task 5: produce a purchasing guide.	Produced and added to manager's handbook.	Clear guidance for manager's and staff.
Note – there was no task 6 listed in the 2007 plan.		
Task 7: Review of city council's spend.	High spend areas identified as well as off contract spend.	Opportunities for reduction in cost, improved quality and appropriate risk management realised.
Task 8: Develop procurement skills across the city council.	Contract management training for officers managing CityCare contracts. Manager's handbook published and launched at manager's briefing. Procurement staff completing Chartered Institute of Purchasing and Supply	Improved knowledge, awareness and better analysis of procurement options at the beginning of the process.

	(CIPS) courses leading to level 3 and 4 qualifications.	
Task 9: promote the local economy and encourage local business to bid for city council business.	Local advertising of opportunities in the Eastern Daily Press. Notification to buy local opportunities.	Local businesses are aware of opportunities.
Task 10: make use of collaborative purchasing opportunities.	Procurement options analysis includes assessment of collaborative opportunities.	Various contracts in place through collaborative agreements.
Task 11: ensuring procurement issues are identified in the service planning process.	Service plans contain section for procurement requirements. Contracts database identifies recurring requirements.	Forward plan of procurement requirements.
Task 12: develop the use of purchasing cards.	Purchasing cards rolled out to over 80 users. Procedures reviewed and agreed with audit and finance.	Efficient use of officer time to purchase low value items.
Task 13: review central purchasing arrangements.	Central purchasing team re-organised to focus on value added activities.	New team structure in place with a budget saving of £25,000.

Key aims of the refreshed strategy

4. This Procurement strategy aims to support the implementation of the Sustainable community strategy and the Corporate plan. The strategy supports the effective use of resources and delivering value for money and sustainable outcomes for local communities.
5. The council's budget is already under pressure and this looks set to continue. The Audit Commission recognise the role of procurement in their use of resources guidance and the balance to be made between reducing cost and risk management. Procurement decisions will need to focus on both cost management and risk management to achieve value for money. There will need to be a clear decision making process supported by evidence and rigorous challenge.
6. This Procurement Strategy aims to support the Councils three driving principles of customer focus, continuous improvement and cost consciousness

NCC logo

Norwich City Council *Procurement strategy*

Draft 14 June 2010

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Foreword by Councillor Alan Waters



How the council procures goods and services has never been more important. Procurement now touches on every aspect of the work of the council from high level corporate strategies to frontline service delivery. I am therefore very pleased to present the *Procurement strategy* for Norwich City Council. Since 2007 when the first comprehensive strategy was published we have made significant progress in a number of key areas including:

- significant savings in areas such as electricity, payroll provision, pool car hire costs, solid fuel maintenance, staff survey costs, housing repairs and maintenance, refuse and recycling collection
- improved processes and options analysis
- incorporation of sustainability – including environmental, social and equality and diversity elements – into specifications, contracts and decision making
- implementation of an electronic purchase to pay system
- introduction of visa purchasing cards to reduce administration costs
- use of collaborative arrangements where these represent best value.

Looking to the future the council has ambitions to:

- make sure sustainability issues thread through all its procurement decisions
- ensure procurement decisions reflect the demands of customers and service users in a cost effective manner
- improve options analysis and early engagement of procurement staff in the process
- support the local economy with easy access to information about how organisations and individuals can find out about procurement opportunities with the council
- use procurement to make the most of scarce resources.

Introduction

This latest version of the council's *Procurement strategy* builds on the framework and principles set out in its predecessor¹. It is able to take advantage of the greater knowledge of the procurement² needs of the council, recognising there is still work to be done, as well as an increasing understanding of the relevance and value that effective and efficient procurement can have on supporting the delivery of the council's key objectives.

The first procurement strategy was adopted in 2007 along with a procurement plan which was an ambitious undertaking to raise standards. Much of this first strategy centred on the processes around procurement such as purchase to pay processes and tendering processes. These have been defined and implemented and the focus has now moved to improving the initial procurement decision making process to make sure all options are considered and that the final decision is justified and can demonstrate how the decision will meet the needs of the council and service users.

This *Procurement strategy* aims to support the implementation of the *Sustainable community strategy* and the *Corporate plan*. The strategy supports the effective use of resources and delivering value for money and sustainable outcomes for local communities.

The council's budget is already under pressure and this looks set to continue. The Audit Commission recognise the role of procurement in their use of resources guidance and the balance to be made between reducing cost and risk management. Procurement decisions will need to focus on both cost management and risk management to achieve value for money. There will need to be a clear decision making process supported by evidence and rigorous challenge.

¹ Version 1 dated May 2007

² Defined in the national procurement strategy as "the process of acquiring goods, works and services, covering both acquisitions from third parties and from in-house providers". The process spans the whole cycle from identification of needs through to the end of a services contract or the end of the useful life of an asset. It involves options appraisal and the critical 'make or buy' decision which may result in the provision of services in-house in appropriate circumstances.

Background

The first procurement strategy adopted in 2007 was supported by an action plan which provided the key building blocks for procurement.

The key achievements since 2007 are detailed below

Key aim from 2007 plan	Progress to date	Key outcomes
Task 1: develop a contracts database.	Database in place and maintained by corporate procurement team.	Visibility of council's spending and contracts. Forward plan of procurement projects.
Task 2: Implement Oracle Purchasing.	Oracle Purchasing has been implemented fully rolled out since February 2008.	Visibility of the purchase to pay process, management information, identification of off contract expenditure, electronic authorisation and delivery of purchase orders.
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Task 4: review contract standing orders.	New contract standing orders adopted by council on 18 March 2008.	Clearly defined governance and procedures.
Task 5: produce a purchasing guide.	Produced and added to manager's handbook.	Clear guidance for manager's and staff.
Note – there was no task 6 listed in the 2007 plan.		
Task 7: Review of city council's spend.	High spend areas identified as well as off contract spend.	Opportunities for reduction in cost, improved quality and appropriate risk management realised.
Task 8: Develop procurement skills across the city council.	Contract management training for officers managing CityCare contracts. Manager's handbook published and launched at manager's briefing. Procurement staff completing Chartered Institute of Purchasing and	Improved knowledge, awareness and better analysis of procurement options at the beginning of the process.

	Supply (CIPS) courses leading to level 3 and 4 qualifications.	
Task 9: promote the local economy and encourage local business to bid for city council business.	Local advertising of opportunities in the Eastern Daily Press. Notification to buy local opportunities.	Local businesses are aware of opportunities.
Task 10: make use of collaborative purchasing opportunities.	Procurement options analysis includes assessment of collaborative opportunities.	Various contracts in place through collaborative agreements.
Task 11: ensuring procurement issues are identified in the service planning process.	Service plans contain section for procurement requirements. Contracts database identifies recurring requirements.	Forward plan of procurement requirements.
Task 12: develop the use of purchasing cards.	Purchasing cards rolled out to over 80 users. Procedures reviewed and agreed with audit and finance.	Efficient use of officer time to purchase low value items.
Task 13: review central purchasing arrangements.	Central purchasing team re-organised to focus on value added activities.	New team structure in place with a budget saving of £25,000.

Since the previous procurement strategy and plan were adopted significant improvements have been made in procurement. As we move forward we have a strong foundation to build on. The focus for the future is on sound decision making for procurement decisions based on the needs of the customer, continuous improvement and achieving value for money.

Strategic aims of the *Procurement strategy*

1. To assist in the delivery of the council's key objectives as reflected in the *Sustainable community strategy* and the *Corporate plan*.
2. To be an integral element in the council's effective use of resources and delivery of value for money services.
3. To provide a strategic framework to inform all council employees involved with procurement whether at operational or managerial level.

Appropriate officers have delegated responsibility for contract management and developing their own service procurement strategies although the procurement team will assist, advise and guide as required.

The strategic contracts manager is responsible to the head of procurement and service improvement for the effective delivery of this strategy.

This strategy reflects the procurement guidance and advice contained within the council's *Managers handbook* and the council's contract standing orders³. It is also consistent with and reflects the best practice of:

European Union Regulations and Directives
Public Contracts Regulations 2006
National Procurement Strategy
Office of Government Commerce (OGC) Guidance
Council Environmental Policy
Council Diversity Policy

Key principles

- a. Value for money – all procurement at Norwich City Council will be made with the intention of making sure best value for money is obtained. This is a balance between cost and quality and will be assessed on a case by case basis.
- b. Open, fair and transparent – all procurement within Norwich City Council must be and must be seen to adhere to these three key principles of public procurement.
- c. Sustainability – procurement must be completed in a manner that does not compromise resources for future generations.
- d. Through life costing – procurement decisions will be made by including due consideration to through life costing, not just cost at point of contract.
- e. Equality and diversity - we will use appropriate mechanisms to make sure our suppliers promote equal opportunity for the people they employ and in recruitment practices.
- f. Stimulating markets and developing supply chain.

In addition to the above key principles, the additional ones listed below are also fundamental to delivering the aims of the strategy:

- g. Strong leadership and effective contract management – options analysis and clear decision making processes must be promoted at the highest level in the council.
- h. High professional standards – all those involved in procurement must make sure they maintain high professional and ethical standards and understand fully the importance of adhering to the key principles.
- i. Legislative changes – central procurement should ensure policies and processes reflect the most current legislation and contract law.
- j. Staff development – to increase the capabilities of all officers involved in procurement through guidance and training.
- k. Effective stakeholder involvement – to ensure the product or service provided meets the requirements of all stakeholders. This will involve effective information sharing and consultation with stakeholders.
- l. Cost minimisation – take proactive steps to reduce the administrative cost of procurement.

³ Appendix 11 of constitution dated Apr 07

Implementation of the strategy

The implementation and subsequent success of this procurement strategy will be achieved by:

- a. Development of procurement policies, procedures, guidance notes and templates.
- b. Officers at all levels involved in procurement will receive appropriate training, advice and guidance to enable them to fulfil their procurement duties.
- c. Development of procurement performance indicators to monitor performance and target resources to ensure improvements.
- d. Developing effective procurement strategies that appropriately reflect the specific requirement. This includes consideration of consortia framework arrangements.
- e. Researching markets and suppliers to better understand the supply chain.
- f. Progressing towards an e-tendering system⁴.
- g. Balancing support for local purchasing and procurement while ensuring compliance with EU legislation.
- h. Promoting equality of opportunity for all suppliers to Norwich City Council.
- i. Continually reviewing our procurement practices, learning both from within and through consultation with other bodies such as the Regional Improvement and Efficiency Partnership.
- j. Consultation with employees and trade unions, primarily Unison, to agree policies for employee and union involvement at all stages of the procurement process.

Monitoring and reporting

Monitoring and reporting against this strategy will be via the procurement and service improvement strategic priority and resourcing plans that will support the delivery of the Corporate plan. Each year a procurement operational delivery and resourcing plan will be developed detailing the actions to be completed to deliver the strategy. This will be reported as part of the corporate reporting process.

⁴ Glover Report recommendation

Norwich City Council – *focused & flexible*

Re-positioning for the future as a lean City Council - why we need to change

August 2010

Version 8



Purpose of this document

This document has been developed as a 'Starting Point' for how Norwich City Council might become a leaner and more efficient City Council. It sets out the principles to guide us as we re-design services and structures. These principles will sit alongside the current political priorities and vision for the council.

These guiding principles are not set out in detail – but they do provide a framework for developing new ways of working and new ways of doing things. This document sets out:

1. A high level illustration of the outline operating model for a lean Norwich City Council.
2. The guiding design principles for the authority to base its future operating model upon. As such, it will act as a 'working aide' for those who will be re-designing services and structures for the Council.

This document does not:

- Provide the detailed design for individual services or stifle the ability to be innovative and creative in designing the future.
- Replace the political priorities or vision for Norwich City Council;

Context

Local government is entering a period of unprecedented financial pressures. The new government has signalled large cuts in the public sector funding, although the details are not yet fully clear. At the same time the new government has put in place new requirements they expect local authorities to comply with and have indicated that they will encourage local authorities to take on a different role including facilitating local communities to get more involved in service delivery. These combined pressures, particularly financial, will mean that the whole of local government will need to transform the way it works.

The financial challenge will be significant. Based on our current estimates, we believe that the council will need to save at least £7.5 million over the next two years (against a gross controllable spend of £57million). This will be hard because the council has already had to deliver £10million of savings in the last 2 years, and the easier savings options have already been taken. To meet these financial challenges the City Council will need to look and feel very different in the future. This transformation will need to deliver both the required level of financial efficiencies, and create a lean city authority which is able to help the most vulnerable in our city, and respond efficiently to any further changes.

Political Vision

Our politicians have set the council a clear vision for how the council must change. They want us to:

- Support a sustainable economic recovery, with jobs growth and future prosperity
- Protect and provide high quality frontline services
- Share services where it is more efficient to do so
- Provide services in neighbourhoods where appropriate
- Focus our support on the most vulnerable in society.

Overarching Principles

The following overarching principles should be considered across every layer of transformation:

- Leadership – to continue to be a strong leader within our community

The leadership role of the council will be crucial in the emerging financial climate. Implicit within this is the assertion that it is the council's responsibility to lead and prepare its citizens for the future; reduce avoidable dependency on council services and promote self-sufficiency and empowerment.

- Engagement – to make sure we talk to the people most affected by what we do

The council will take opportunities to engage with stakeholders (citizens, partners, suppliers, peers) when it is appropriate to do so, and in particular to inform decision making on service prioritisation and change impact.

- Openness – there will be no “sacred cows”, and we will think the unthinkable

Management should be open to every possibility during the design stage. All possibilities should be considered and decisions taken by members to reflect political priority and value for money.

- Transparency – there will be no secrets, and we will try to keep everyone in the picture

The transformation will build on the process developed for unitary implementation and we will continue to engage and involve members from all parties in the achievement of the future lean City Council.

The Outline Target Operating Model

- A Target Operating Model (TOM) is a framework to guide our work to transform the council. This TOM sets out some of the key areas where we feel that change is needed, and what that change might mean
- We want to provide **high quality & consistent customer service**. Customer contact / access will be integrated through a single front office, which maximises all opportunities for self service and enables fulfilment of consistent outcomes for customers

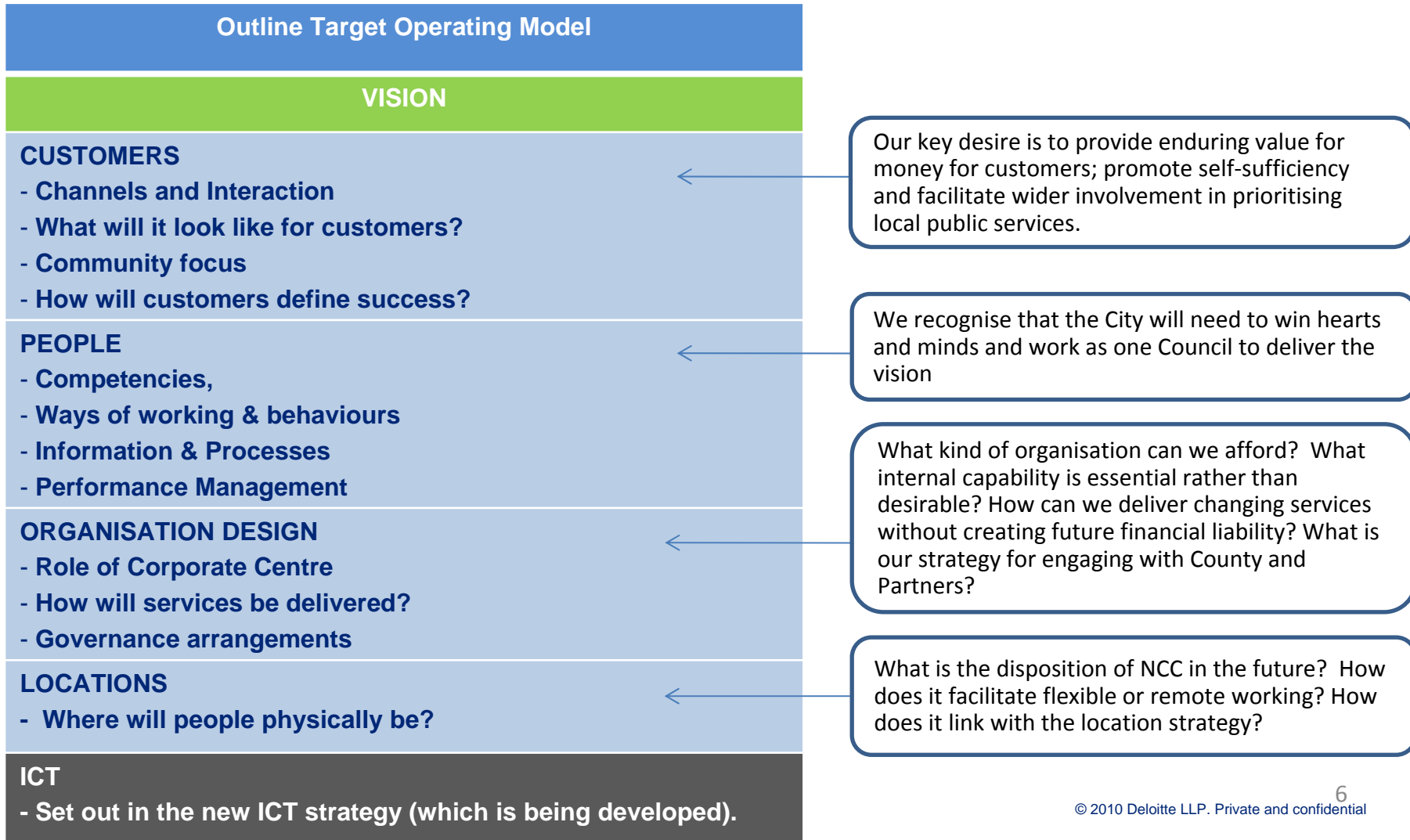


- We will facilitate a change of culture, values and behaviours to enable **leadership** that has the capability and capacity to deliver the Norwich vision
- We will create **corporate capacity** to strategically co-ordinate and support change across the whole organisation
- We will invest in our people to have the **competencies** we need to deliver priority outcomes.

- We want to promote and foster **self-sufficient and resilient communities**
- Maximise **linkages** between organisations
- Use of a **range of delivery models / vehicles**
- We will focus on delivering services based on **need and effective prioritisation** to achieve desired outcomes
- **Partnership** will be vital to maximise the value of local public services

Defining the operating model layers

The outline operating model has been defined through establishing key principles across five key layers.



Design Principles – ‘Customers’

The ‘customer layer’ provides guiding principles around how the new Council will interact, determine need and deliver services to and with its customers and communities.

Guiding Principles

- We have to design our processes and services with the customer in mind
- Services will be targeted on areas of greatest need with a clear focus on outputs and outcomes for customers
- Processes will be simple and not over-engineered. They will be based on an 80:20 rule, where 80% of processes are standardised to handle common issues, and 20% left more open to allow empowered staff to own and handle effectively.
- Customers will be able to receive services through a single interaction where possible. ICT infrastructure will be reviewed to support this.
- Customer access for each service is to be driven through the channel which offers best value for money whilst ensuring fair access for customers with special requirements. Extra care will be taken to ensure vulnerable residents are effectively supported.
- Customers will be supported to self serve using the web wherever it is appropriate, including an effective fully transactional website
- We will aim to get it “right first time” so that we don’t waste the customers time or our own
- We will ensure an open, honest and transparent culture of customer service across all council services and our partners where possible)
- We will aim to shared customer access points (e.g. one stop shops) both across services **and** with other local public sector services where it makes sense for customers and for the council.

Examples / Implications

- The council will develop a new customer experience strategy to guide the new approach. This will be supported by effective training and development to enable staff to develop the new skills required to deliver it. In particular staff will be trained to ensure they can effectively support vulnerable residents.
- All services will be reviewed to deliver channel shift to ‘self serve’ on the web wherever it is appropriate.
- Over time all council processes will be subject to lean review to drive out waste.
- Where services are provided on a locality basis it will be through the agreed four neighbourhood areas within Norwich, or an aggregation of them.
- General information, communication and ‘signposting’ of services needs to be continuously updated and consistent across the organisation to support the focus on reducing avoidable contact and achieving channel shift.

Design Principles – ‘People’

The ‘people layer’ of the target operating model has defined guiding principles for service design that set the framework for the culture and way of working the authority is aiming to establish.

Guiding Principles

- The council will embed a shared culture across all its staff and members, acting and behaving as ‘One Council’
- All staff and services will be customer focused, continuously improving and cost conscious
- We want all staff to have a positive and can-do attitude
- The council will balance the need for corporate action and decision making, with the need for local discretion and empowerment by providing clarity of roles, responsibilities and decision making powers with decisions devolved to the most effective level.
- In order to respond to changing needs and circumstances, staff will need to be flexible about what they do, where they do it and how they do it
- The council will implement a corporate and consistent approach to staff management that supports the new operating model and enables staff flexibility including a common competency framework, job families for staff, generic job descriptions, consistent training and development, performance management and reward.
- Staff will conform to the highest standards of ethical and professional behaviour, respecting equality and diversity at all times.
- External recruitment will be only be used where it is essential for the effective delivery of frontline services and/or to fulfil statutory requirements.

Examples / Implications

- Services will all operate within the same performance management framework and staff will have a common competency framework and job descriptions, based around ‘job families’.
- The ‘way of working’ within individual services will facilitate corporate working and development of joint teams with others services and partners where beneficial.
- The council will develop and retain outstanding public service managers in roles that are clearly defined in terms of competence across different dimensions: Generic management; Technical / professional responsibility and Corporate contribution.
- The council will maximise the value of its existing staff resources, recognising that they have a key role to play in service re-design, supported by an effective system of recording staff skills.
- Compulsory redundancies will be avoided wherever possible. All vacancies in future will be rigorously reviewed for potential deletion and the opportunity for the work to be stopped, moved to another post or team or the process redesigned. Where this is not possible freezing of the post for redeployment and / or internal recruitment will be carried out. External recruitment will be a final resort.
- The council’s HR policies are being refreshed to support the new ways of working.

Design Principles – ‘Organisation Design’

The ‘organisation design layer’ provides guiding principles around how services should be structured and formed within the Council.

Guiding Principles

- Services will be delivered through shared / partnership arrangements where it more efficient and appropriate to do so.
- The Council will have a corporate approach to the management and delivery of corporate and strategic services (including business support).
- The council will move in a phased way towards a position where back office support services (corporate and strategic) represent less than 10% of the organisation’s total controllable budget (HRA and GF).
- Service outcomes for customer will drive service design, and organisational form and structure will enable the efficient delivery of outcomes
- The council will deliver services directly where it is most efficient to do so. All service designs will consider alternative service delivery models in the following order of priority; public sector lead shared services; direct provision; joint delivery models (e.g. community trusts and social enterprises), third sector commissioning, outsourcing. Final service designs will be selected on merit and appropriateness.
- The council will prioritise the work it carries out based on customer and organisational priorities. Low priority activity across the council will be challenged and stopped as appropriate.
- All partnership structures will be reviewed and the council will only resource those which can clearly be shown to add value to the organisation’s priorities, and the people of the city, utilising the opportunities by total place style pooling of resources.
- We will review all organisational structures, and ensure that they conform to best practice layers (5 - 6) and spans of control (1/ 4 -8).

Examples / Implications

- The council will actively explore the establishment of shared service arrangements for back office and support services with other partners.
- The council will review all its organisational structures in line with the best practice layers and spans of control.
- The council will review all the work it carries out to ensure members and officers are not spending time on non value adding activities.
- The requirement for each post in the council will be driven by a defined business need or customer requirement, with roles being designed to ensure the most efficient approach is taken.

Design Principles – ‘Locations’

The ‘Location layer’ provides guiding principles about ‘where’ services will be delivered from and how the asset base will be used to ensure effective and efficient operations.

Guiding Principles

- The council will seek to maximise the efficiency and effectiveness of its office accommodation
- This may mean co-location / sharing for City Council teams and co-location with partners
- The council will fundamentally review the need and makeup of all its current office accommodation including City Hall
- The aim will be to minimise our overall asset base, as part of developing a location strategy which will ensure the council has the most efficient and effective mix of accommodation for the future.
- We will explore new ways of working, supporting the development of a customer-centric culture and corporate working within the variety of services the Council delivers.

Examples / Implications

- The council will aim to sell off or release excess assets over time and support investment into the core properties of the council.
- The council will aim to utilise public sector partner’s physical assets and locations to create ‘one stop-shops’.
- The council will carry out a work styles review to support the new location strategy including implementation of flexible working patterns, including exploration of home working and ‘hot-desking’ to maximise asset utilisation and support new ways of working.
- Common ICT platforms and systems will be put in place to allow new ways of working (mobile working, remote working etc.)

SCRUTINY COMMITTEE WORK PROGRAMME 2010/2011 – NORWICH CITY COUNCIL

Pick Analysis for Prioritising Topics

Public interest – Impact - Council performance - Keeping in context

- P** Is there sufficient public interest in the topic?
- I** Will the review have a significant impact on community wellbeing?
- C** How is the council/organisation performing in this area?
- K** What else is happening in this area such as recent reviews or inspections?

Date of Meeting	Topic	Organisation/ Officer/ Responsible Portfolio Holder	Objectives and Desired Outcomes	Methods and venue	Timescale
Oct 21 2010	Review of the Scrutiny Work Programme	Chair of Scrutiny and the Scrutiny Officer, members of the scrutiny committee, CMT and the Executive	To set a forward work programme for Scrutiny for the next 12 months	At Committee - Using the Corporate Plan and the Prioritising topics for scrutiny report as a guide	Annual

Date of Meeting	Topic	Organisation/ Officer/ Responsible Portfolio Holder	Objectives and Desired Outcomes	Methods and venue	Timescale
Nov 25 2010	Annual Scrutiny Review	Chair of Scrutiny and the Scrutiny Officer	Assessment of the effectiveness of the council's scrutiny function and a forward look to the development of scrutiny	At Committee	One meeting
Nov 2010	Safer Norwich Partnership Six Monthly Performance Data	Responsible Executive member(s), Director of Regeneration & Development, Head of Community Services	Compliance with the Police & Justice Act – statutory role for scrutiny. Is the SNP achieving its commitments in its Partnership Plan?	At Committee	Every Six Months
Nov 2010 (Date - TBA)	Questioning Skills	Scrutiny Officer and Training Specialist	Enhance the effectiveness of the committee	Training venue to be confirmed	TBA
Jan 20 2011	Budget Scrutiny	The Executive and Corporate Management Team	To gain an overview of the proposed budget in-order to assess if it is going to deliver the council's aims	At committee	One session
May 19 2011	Safer Norwich Partnership Plan	Responsible Executive member(s) Director of Regeneration & Development Head of Community Services	A look at the structure of the Safer Norwich Partnership (CDRP) and the partnership plan for the year 2011/2012 and to assess if the partnership is sufficiently shaped to enable it to deliver what it is tasked to do.	At Committee	One meeting
Item on all Scrutiny agendas	Scrutiny Committee Work Programme	Chair of Scrutiny & Scrutiny Officer	Keep the programme of topics for Scrutiny under review	At Committee	on going each month and annual review