EXECUTIVE DECISION NOTICE

SERVICE AREA:	GOVERNANCE & PENSIONS Transformation		
SUBJECT MATTER:	PROCUREMENT OF EXTERNAL SUPPORT FOR TRANSFORMATION		
DECISION:	 That it be DETERMINED that: External support from transformation specialists is required to assist in delivering the Council's Transformation Programme over the next 2 years to deliver changes in service that improve outcomes for residents and realise associated savings. A compliant procurement exercise is undertaken to appoint an external organisation to provide diagnostic and implementation support during the Transformation Programme. 		
DECISION TAKER(S):	Cllr Brenda Warrington		
DESIGNATION OF DECISION TAKER (S):	Executive Leader		
DATE OF DECISION:	30 November 2021		
REASON FOR DECISION:	In response to the challenging financial targets outlined in the approved Medium Term Financial Plan, Tameside Council has committed to investing in a Transformation Team. The focus of the Transformation Team will be to help services continue to transform to create better outcomes for our residents with a view that financial savings will follow. Whilst a core team will provide a sustained and focused approach to the programme of work, it will be necessary, to ensure sufficient scale and pace and to provide additional capacity and specialist skills, to engage external specialist support.		
ALTERNATIVE OPTIONS REJECTED (if any):	Alternative option rejected: Do not engage with external support and continue to deliver the Transformation Agenda with existing internal capacity and expertise, however acknowledge the risk that pace and scale of transformation and associated savings would be reduced and the benefits of engaging external support not realised.		
CONSULTEES:	Executive Board Single Leadership Team		
FINANCIAL IMPLICATIONS: (Authorised by Borough Treasurer)	The appointment of a specialist transformation partner to work with the Council in order to transform at the scale and pace needed to meet the challenging financial targets in the Medium Term Financial Plan, is a major investment for the Council. Accordingly, the Council recognises the absolute importance of undertaking a robust procurement process which sets out		

	clear outcomes and deliverables, and which will evidence	
	measurable improved outcomes and Value for Money.	
	This Executive Decision Notice is seeking approval to commence the procurement process only, there is no commitment to appoint at this stage. At the end of the Procurement process, it is hoped that we will be in a position to appoint the successful tenderer with a clear remit of improving outcomes which will ultimately result in significant financial savings.	
	The Council has identified a one-off sum of reserves funding for Transformation activities of which up to £2m has been earmarked for this process.	
LEGAL IMPLICATIONS: (Authorised by Borough Solicitor)	The rationale for the work the external provider is being sought to undertake is contained in the main body of the report for the decision maker to consider.	
	The project officers have confirmed that they are being supported by STaR in relation to the tender exercise and that STaR have confirmed that the timetable in realistic for a procurement of this nature.	
	However, given that this is likely to be a critical piece of work for the transformation programme robust commissioning management will be required to ensure that the external support can be appointed as soon as possible.	
CONFLICT OF INTEREST:	None	
DISPENSATION GRANTED BY STANDARDS COMMITTEE ATTACHED:	N/a	
ACCESS TO INFORMATION:	The background papers relating to this report can be inspected by contacting the Report Writer, Emily Drake by:	
	E-mail: emily.drake@tameside.gov.uk	

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Signed Dated: 8 December 2021 Cllr Brenda Warrington, Executive Leader

EXECUTIVE DECISION REPORT

SERVICE AREA:	GOVERNANCE & PENSIONS Transformation	
SUBJECT MATTER:	PROCUREMENT OF EXTERNAL SUPPORT FOR TRANSFORMATION	
DATE OF DECISION:	30 November 2021	
DECISION TAKER(S):	Cllr Brenda Warrington	
DESIGNATION OF DECISION TAKER (S):	Executive Leader	
REPORTING OFFICER:	Sarah Threlfall, Director of Transformation	
REPORT SUMMARY:	The purpose of this report is to seek approval that to drive the Transformation Programme with the right expertise and at the right pace, specialist external support will need to be engaged to provide diagnostic and implementation skills and capacity and that the right organisation to provide this support should be appointed via a compliant procurement exercise.	
RECOMMENDATION:	To AGREE that:	
	 External support from transformation specialists is required to assist in delivering the Council's Transformation Programme over the next 2 years to deliver changes in service, improve outcomes for residents and realise associated savings. A compliant procurement exercise is undertaken to appoint an external organisation to provide diagnostic and implementation support during the Transformation Programme. 	
JUSTIFICATION FOR THE DECISION:	In response to the challenging financial targets outlined in the approved Medium Term Financial Plan, Tameside Council has committed to investing in a Transformation Team.	
	The focus of the Transformation Team will be to help services continue to transform to create better outcomes for our residents with a view that financial savings will follow.	
	Whilst a core team will provide a sustained and focused approach to the programme of work, it will be necessary, to ensure sufficient scale and pace and to provide additional capacity and specialist skills, to engage external specialist support.	
ALTERNATIVE OPTIONS REJECTED (if any):	Alternative option rejected: Do not engage with external support and continue to deliver the Transformation Agenda with existing internal capacity and expertise, however acknowledge the risk that pace and scale of transformation and associated savings would be reduced and the benefits of engaging external support not realised.	

CONSULTEES:	Executive Board	
	Single Leadership Team	
FINANCIAL IMPLICATIONS: (Authorised by Section 151 Officer)	The appointment of a specialist transformation partner to work with the Council in order to transform at the scale and pace needed to meet the challenging financial targets in the Medium Term Financial Plan, is a major investment for the Council.	
	Accordingly, the Council recognises the absolute importance of undertaking a robust procurement process which sets out clear outcomes and deliverables, and which will evidence measurable improved outcomes and Value for Money.	
	This Executive Decision Notice is seeking approval to commence the procurement process only, there is no commitment to appoint at this stage. At the end of the Procurement process, it is hoped that we will be in a position to appoint the successful tenderer with a clear remit of improving outcomes which will ultimately result in significant financial savings.	
	The Council has identified a one-off sum of reserves funding for Transformation activities of which up to £2m has been ear-marked for this process.	
LEGAL IMPLICATIONS: (Authorised by Borough Solicitor)	The rationale for the work the external provider is being sought to undertake is contained in the main body of the report for the decision maker to consider.	
	The project officers have confirmed that they are being supported by STaR in relation to the tender exercise and that STaR have confirmed that the timetable in realistic for a procurement of this nature.	
	However, given that this is likely to be a critical piece of work for the transformation programme robust commissioning management will be required to ensure that the external support can be appointed as soon as possible.	
CONFLICT OF INTEREST:	None	
DISPENSATION GRANTED BY STANDARDS COMMITTEE ATTACHED:	N/a	
ACCESS TO INFORMATION:	The background papers relating to this report can be inspected by contacting the report writer Emily Drake by:	
	E-mail: emily.drake@tameside.gov.uk	

1. INTRODUCTION

- 1.1 Since 2010, funding from central government to local government has on average reduced by half in real terms. At the same time, the Council has faced growing cost pressures from increasing demand for services and rising costs. In the last seven years alone the Strategic Commission has needed to find budget savings of £171 million to balance the books.
- 1.2 Recent local government finance settlements have been short term, making it difficult to plan and invest for the future. Despite headline increases in core spending power, funding has continued to reduce in real terms, as Council Tax increases have been expected to generate additional income. In the context of significant rising demand for social care services, the growth in Council Tax income cannot keep pace with rising costs.
- 1.3 The Council faces a significant budget gap beyond 2021/22, and this budget gap will increase if planned reductions in spending are not delivered in 2021/22. The Council must ensure a relentless focus on delivery of savings, both in 2021/22 and planned for 2022/23, to have any chance of closing the gap in future years. Budgets have been balanced through the use of reserves over the last few years, to provide services with the time to improve, but this is not sustainable in the long run and the Council needs to ensure robust and transparent management of these services to ensure the delivery of the improvement plans and transformation.
- 1.4 A failure to turn around these budget areas will in turn result in an inability to set a balanced budget in future years and raise questions on its ability to deliver value for money services for its residents. Short term fixes cannot sustain our current operating model, hence the identified need to develop a new business and operating model to enable us to operate sustainably within our financial resources.
- 1.5 In response to this challenging financial target in line with our approved Medium Term Financial Plan, Tameside Council has committed to investing in a Transformation Team.
- 1.6 Whilst the catalyst has been the Council's financial position, the focus of the Transformation Team will be to help services continue to transform to create better outcomes for our residents with a view that financial savings will follow. Underpinning this is the principle that better outcomes drives efficiency, cost avoidance and longer-term demand reduction.
- 1.7 The Transformation Programme will initially be for two years at which stage progress and impact will be reviewed. The remit will cover all Directorates but priority is currently being afforded in the first instance to Children's Services considering the service has the biggest associated financial and operational risks A focus on council-wide initiatives including but not limited to culture, operating models, digital and business improvement will also feature heavily in the programme in the future.
- 1.8 Whilst a core team will provide a sustained and focused approach to the programme of work, it will be necessary, to ensure sufficient scale and pace and to provide additional capacity and specialist skills, to engage external specialist support.
- 1.9 This report outlines the business case for this external support. It seeks approval to undertake a compliant procurement exercise to appoint an organisation to support the Council to deliver transformational change and associated savings over the next two years.

2. PROS AND CONS OF EXTERNAL SUPPORT

- 2.1 The use of external support in transformation is becoming more commonplace in local authorities.
- 2.2 This trend recognises the benefits that engaging with external organisations can bring to largescale change management programmes:

- Detailed and in-depth expertise required for the sector.
- Awareness of the latest trends and developments.
- Impartial, independent perspective.
- Experience from a variety of organisations.
- Specialised expertise in diagnostics and implementation.
- Dedicated capacity.
- Drive delivery at pace.
- 2.3 There are, however, some risks to the use of consultancy and so it is important acknowledge and address these issues in advance of any engagement:
 - Cost external support will require significant investment.
 - Loss of knowledge at the end of any engagement
 - Inability to resource adequately internally
 - Inability to match the required pace of delivery
 - Inadequate project scope brings in additional costs
- 2.4 All of these issues present a risk to the success of any engagement. If agreement to proceed with external support is given, these risks would be mitigated initially through a robust procurement exercise outlined in section 6 below.

3. WORK UNDERTAKEN TO DATE

- 3.1 To understand the market, the types of services available and outcomes and associated costs, a soft market test exercise was completed in September 2021. Three organisations were invited to submit a written proposal and deliver a presentation to outline:
 - Their previous experience in delivering local government transformation including a case study.
 - Their approach to developing a transformation programme of works across Tameside Council, prioritised to reflect finite in-house capacity
 - How they would tackle a phased approach, ensuring deployment of limited resources to maximise return on deliverables.
 - Their approach to implementation at Tameside including timelines.
 - Their prices or costing models
- 3.2 All three organisations used similar models with a staged approach an initial diagnostic phase, a design phase and an implementation phase. Associated timelines, costs and savings were provided as shown below.

Partner	Cost of Diagnostic	Cost of Design / Implementation	Timescale	Savings
1	£250-300K	£500K plus depending on scope	12-18 months	Not specified
2	Whole Council - £100-150K Deep dive - £40-50K per service	Implementation – none specified as too variable	Diagnostic 608 weeks depending on scope. Implementation not specified as too variable.	5-15% cashable savings from controllable budgets
3	Not specified	Not specified – examples cited ranging from £1.5m - £10.5m based on projected savings on risk reward basis	Implementation	Not specified

3.3 The exercise facilitated better understanding of the role that different external organisations can contribute to local government transformation, as well as the potential associated benefits. A number of other local authorities cited as case studies that have utilised external transformation support were contacted following the soft market test to understand their programmes of work in more detail.

4. CONSULTATION WITH OTHER LOCAL AUTHORITIES

- 4.1 Three local authorities were consulted. In all cases, feedback was positive about the impact that external support has had in delivering better outcomes and subsequent financial returns. Some key trends emerged from these meetings:
 - Absolute commitment needed from Elected Members and Senior Management
 - Senior leaders must pull in the same direction
 - Being open to external challenge is important
 - Focus on improving outcomes and the financial benefits will follow
 - Design an organisation culture and model fit for the future
 - Digital change is key
 - Bring in different subject matter experts as areas of focus evolve
- 4.2 All three authorities stressed that significant capacity is required to support the demanding pace that external organisations bring. Whilst the Transformation Team will provide some of this capacity, it may be that further staffing is required as the transformation journey progresses to meet demand and skills gaps as projects progress. It should be noted that the savings achieved will depend on the organisation size, budget and makeup.

Council 1

4.3 County Council 1 commenced transformation in 2018/19 on a 2 year programme. Alongside external partners, they focussed on developing a new operating model, roadmap and transformation programme. They supported the creation of a new behavioural and performance framework and enabled digital platforms to realise £20m efficiencies in 19/20.

Council 2

- 4.4 County Council 2 commenced engagement of external consultancy in August 2018. The focus has been on both organisational enablers and prioritised specific improvements across the council, including but not limited to adult social care and children's services. Demand reduction savings have predominantly been achieved across the commissioned spend in children in care. Key changes have been a reduction in the number of all child in care placements, particularly residential. This has delivered £11.8m recurrent financial benefit. In adults £9m of savings have been achieved with ongoing work to a £13m recurrent savings target. This was achieved by focussing on achieving the right volume of service users down the correct pathways and the effectiveness of short-term pathways, e.g. reablement.
- 4.5 It should be noted that the savings cited in each case study are indicative and are not intended to indicate savings achievable at Tameside. Savings depend significantly on the organisation size, budget and makeup.

5. SCOPE OF EXTERNAL SUPPORT AT TAMESIDE

5.1 The initial piece of work would be a Council-wide review of the culture and operating model to ensure the organisation can drive change to deliver better outcomes and is capable of operating sustainably within its financial resources. More detailed diagnostic work at service level would follow. Based on soft market testing this diagnostic phased will take approximately 4-6 months and a one off cost of up to £500K.

- 5.2 Implementation of recommendations based on prioritised opportunities with associated delivery plans to support the activity of work would be more significant, with an anticipated duration of 18 months. Implementation cost and the expected return will depend heavily on the scope and scale of work identified from the diagnostic phase, but it is anticipated that a one off investment of £1.5m will be required to make any significant impact through this phase of work.
- 5.3 The provider will be expected to provide knowledge, skills and expertise in these key areas.
 - Whole-organisation diagnostic using engagement, data analytics and other techniques to understand organisational vision and priorities and assess performance and spend against these priorities.
 - **Detailed service level diagnostic** using engagement, data analytics and other techniques to understand current operating models for both enabling and frontline services. A collaborative approach to bring services along the transformation journey.
 - Track record of implementing transformation projects clear case studies in a local government setting that demonstrate the ability to develop and implement large- scale change and bespoke service interventions, focussing on improved outcomes for residents, reduction in demand and associated financial savings. Examples of supporting change that delivers measureable benefits at whole organisational level, and enabling and frontline services.
 - **Medium and Long Term Planning** ability to monitor and project medium and long-term demand trends and associated financials.
 - Business systems and process re-engineering implementation of Council systems and processes including multi agency settings.
 - **ICT systems and business integration** understanding of current infrastructure and application portfolio, delivery and implementation. Drive innovative solutions to service provision that is accessible and drives out inequality of access.
 - Extensive knowledge of alternative operating models for delivery of Council services to better outcomes for residents
 - Base budget review processes current budget, spend and income levels and future predictions
 - Workforce ability to understand the organisation's culture and engage its workforce in the transformation agenda and new operating models.
 - Embedding knowledge and new ways of working an approach to train and upskill the workforce to ensure a sustainable approach and continued programme of improvement post project as part of business as usual.
- 5.4 A change management project of this scale will have elements of flux. Part of deciding the areas of focus will be an expected outcome from any diagnostic work. We can, based on benchmarking and our own organisational self-awareness provide a guide of where projects may initially focus, but there must be an acceptance that this may change as the programme progresses and our evidence base increases. This may in turn require different types of internal capacity for different pieces of work.

6. PROPOSED ROUTE TO PROCURE

- 6.1 Assuming approval to invest in external support is granted, it is recommended that a procurement exercise is undertaken to appoint external support.
- 6.2 In consultation with procurement partners STaR, and following a full options appraisal, the recommended route to market is a closed competition via a framework. This is attached at **appendix 1**. Six organisations will be invited to bid to support the Council's transformation programme and will be evaluated based on quality (50%), price (35%) and social value (15%).
- 6.3 Evaluation will be against clear objectives to ensure that the right organisation is engaged to support this pivotal piece of work. Past work and reference checks will also be completed.

- 6.4 The competitive nature of the procurement activity and specified measurable success criteria linked to pricing will ensure value in any subsequent contract. This will be driven further by requesting a choice of pricing models including fixed rate, risk reward and time and materials.
- 6.5 Embedding knowledge and expertise from the appointed external partner to the incumbent workforce is vital to create a sustainable model. To this end, knowledge transfer, coaching and training will be a requirement.

Action	Date
Executive Decision Approval to Commence Procurement Activity	30 November 2021
Tender Preparation	December / January
Tender published	8 March 2020
Tender deadline	7 April 2022
Submissions Review by Evaluation Panel	11- 19 April 2022
Award Decision	19 April 2022
Cabinet Approval to Award Contract	June 2022
10 Day standstill ends	June 2022
Contract Award	June 2022

6.6 The proposed indicative timeline for procurement activity if approved is as follows:

7. CONCLUSION

- 7.1 The Council needs to take immediate action in response to its challenging financial position.
- 7.2 A core Transformation Team will provide a sustained and focused approach to a programme of work to improve outcomes and make financial savings. However, it will be necessary to engage external specialist support to ensure sufficient scale and pace and to provide additional capacity and specialist skills.
- 7.3 A number of local authorities, including geographic neighbours, have successfully engaged in transformation programmes with the support of external organisations. Feedback indicates delivery of positive results from an outcomes and financial perspective.
- 7.4 Following a soft market test exercise to understand the market, it is estimated that Tameside will need to invest a one off amount of £2m to complete a 2 year transformation project including diagnostic and implementation. Initially the intention is for this to be Council-wide, with the option to undertake more deep dive service specific pieces of work later in the programme.
- 7.5 Procurement advice has been sought from partners STaR and it is proposed that a closed competitive procurement activity via a framework is undertaken. Six organisations will be invited to bid to support the Council with its Transformation Programme and their suitability assessed against a robust evaluation framework. Value for money will be driven into the contract via the competitive process.
- 7.6 Based on indicative timescales, contract award is estimated for June 2022 subject to Cabinet approval.

8. **RECOMMENDATIONS**

8.1 As set out at the front of this report.

APPENDIX 1

Procurement Options Appraisal

OPTIONS APPRAISAL

Procurement Options Appraisal for the Provision of a Council Transformation Programme

Report prepared by: Liam Gilmore – Procurement Officer at STAR For: Emily Drake - Head of Payments, Systems and Registrars at TMBC

1. Current Situation and Outline of Proposed Requirement

Tameside Council has recently committed to investing in a Transformation Team to help achieve their challenging financial targets that are required in line with their approved Medium Term Financial Plan.

The Transformation Team will work in partnership with services, taking a collaborative and supportive approach. This recognises the fact that many services can identify areas where improvements can be made, but that an enabling capacity is needed to implement and drive forward change in teams where this is limited.

The Transformation Programme to be delivered by the team in the initial 12 months is currently in development with a view to possibly extending the programme by a further 12 months if successful. The remit will cover all Directorates but it is recognised that the priority must be afforded in the first instance to Children's Services. A focus on digital and system improvement are likely to also feature heavily in the programme.

Potential Spend:

The potential budget requirements for this project can be forecasted using the soft market test responses received, however these varied significantly from each provider. It is estimated that this project will exceed the regulation threshold (previously referred to as OJEU) of £189,330.

Organisation 1 – Scoping phase: £250K - £300K, Delivery: £500K + (Dependant on scope) Organisation 2- Scoping phase: £100K - £150K, Delivery: £40K - £50K per service area Organisation 3– Provided a cost model to demonstrate how the costs would be worked out

Because the indicative costs provided in the submissions are of a significantly differing range, this will need to be considered a risk until a detailed specification and pricing schedule is confirmed as part of the chosen procurement process.

Give details of the service output objectives that the project is intended to meet (including the
Service Plan reference i.e. service plan, service objective and the Corporate Objectives), along with
details of how these objectives are to be measured (e.g. 5% increase in x after 12 months).
Objectives should also be weighted in order of relative importance if possible (1 = Low, 5 = High) to
assist with later assessment of the options

Objective Number	Objective Title	Further Description	
1	Savings	To achieve value for money through the procurement process and generate savings for the council	
2	Compliance	Must be in line with Authority Contract Procurement Rules.	

3	Performance	Effective provider performance is key for this contract, the provider will be expected to work in collaboration with a number of services within the authority throughout the contract term.
4	Social Value	To be determined as an impact in the Local and Greater Manchester area, agreed, reviewed and managed throughout the contract term.

2. Identification of Options

Option Number	Description of Option	Timescales
1	No Action May be challengeable by the Market if a compliant process is not completed.	N/A
2	Exemption Not a viable option as above regulation threshold (OJEU)	N/A
3	 Direct Award 1. CCS Management Consultancy 3 (RM6187) 2. Bloom Procurement Framework 3. ESPO Consultancy Services Framework 4. Constellia Framework 	Up to a month
4	Mini Competition1.CCS Management Consultancy 3 (RM6187)2.Bloom Procurement Framework3.ESPO Consultancy Services Framework4.Constellia Framework	Up to two months
5	Open OJEU Tender: Advertising the requirement (Standard 30 days) Selection Stage / Pre-Qualification Questionnaire (PQQ) Evaluation of selection Stage / PQQ. Invitation to Tender (ITT) Evaluation of the tender submissions. Award of contract. Standstill period (standard 10 days)	Up to 6 Months

3. Assessment (including Risk)

Option Title	Advantages (include info on compliance, time, savings, resources, social value, other benefits)	Disadvantages (include info on lack of compliance, time, social value, savings, resources, legal risks (challenge?) and other dis- benefits)
1 – Do Nothing	- None	 No opportunity to review Costs Missed opportunity to benchmark against competitors
2 –Exemption	- None	 Not an applicable route as contract value above regulation threshold
3 – Direct Award	 Compliant framework available to call off from. Time efficient 	 No opportunity to formally benchmark and evaluate costs

		 and qualitative responses from a range of providers Risk of legal challenge from the market as no form of competiton
4 – Mini-Competition	 Market testing Longer contract period could be negotiated Competition will look to drive value for money and targeted objectives, in areas such as Social Value. Restricted to providers accredited on the framework, no risk of being inundated with unsuitable responses 	 Slightly more time intensive. Additional completion of relevant tender documents
5 - Open OJEU Tender	 Fully testing the market Competition will look to drive value for money and targeted objectives, in areas such as Social Value Council hold complete control of process 	 Resources, Expertise and more time intensive. Extended timeline due to standstill and minimum publication periods Risk of being inundated with unsuitable responses

4. Selection of Preferred Option and Ranking

Rank	Option Number	Title
1	4	Mini Competition
2	5	Open OJEU Tender
3	3	Direct Award
4	2	Exemption
5	1	Do Nothing

Reasons for Selection of Preferred Option:

The reasons for selection of Option 4 are: A compliant route to market which can be undertaken within the required timeframe with minimum resource/cost implications, but also gives the opportunity to test the market and review alternative options.

5. Next steps

- A Decision to be relayed to Procurement
- B Procurement to receive all relevant data and Specification
- C Procurement to undertake a procurement plan of the agreed route once this is determined