



WALES **AUDIT** OFFICE  
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# Flintshire County Council

## Report by the Auditor General for Wales

### Preliminary Corporate Assessment – August 2010



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Image courtesy of Flintshire County Council.

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# **Flintshire County Council is actively promoting improvement whilst some arrangements are not fully developed**

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## Summary

- 1 The Auditor General is required by the Local Government (Wales) Measure (2009) (the Measure) to undertake an annual Improvement Assessment for each improvement authority in Wales, that is, local councils, national parks and fire and rescue authorities.
- 2 In order to fulfil this requirement the Wales Audit Office will undertake:
  - a Corporate Assessment – an assessment of an authority’s arrangements to secure continuous improvement; and
  - a Performance Assessment – an assessment of whether an authority has achieved its planned improvements.
- 3 The approach is designed to enable a whole organisation assessment at each council to be undertaken in a standardised way. Taken together these two assessments will form the basis of an annual report to citizens, known as the Annual Improvement Report.
- 4 The Auditor General has brought together her work, that of the Appointed Auditor, and that of other relevant regulators, to inform the Corporate Assessment. As this is the first year of a new approach, the assessment is a preliminary one and this report should be viewed as a progress report. The Annual Improvement Report will also serve as an update for the Corporate Assessment.
- 5 In March 2010, the Auditor General identified the scale of the financial challenge facing public services in Wales in a report to the National Assembly: A Picture of Public Services. The potential impact of spending reductions on local government has also been highlighted by the Welsh Local Government Association (WLGA), the Chartered Institute of Public Finance and Accountancy and the Society of Local Authority Chief Executives. In evidence to the National Assembly’s Public Accounts Committee in June 2010, the WLGA noted: ‘There is no escaping the fact that all parts of the public sector will have to examine current expenditure and service provision – the shortfall cannot be solved by efficiencies alone.’ To meet this challenge, local authorities must fundamentally review the services they provide and how they are delivered, including considering options for increasing procuring rather than providing services and for working in collaboration. It is in this context that the Corporate Assessment has been prepared.
- 6 This report sets out the findings of the Corporate Assessment only and is designed to answer the question: ‘Are the arrangements of Flintshire County Council (the Council) likely to secure continuous improvement?’
- 7 As this is our Preliminary Corporate Assessment, there are several areas where only limited work has been possible. We will continue to build on this and monitor progress in the coming months to provide an update in our Annual Improvement Report to be issued in November.



- 8 The conclusion arising from our first Corporate Assessment is that:
- Flintshire County Council is actively promoting improvement whilst some arrangements are not yet fully developed.
- 9 We based our conclusion on our assessment of the Council's progress over time and an analysis of the strengths and weaknesses of its arrangements to support improvement. These conclusions are explained in detail in Part 1 and Part 2 of the report respectively. We found that:
- the Council has taken initiatives to improve after a period of inconsistent progress but whilst there has been progress, some corporate arrangements are not yet fully developed; and
  - Council leadership has positively promoted change and there have been many improvements in arrangements whilst some risk areas have not yet been fully addressed.

## Areas for improvement

- 12 The assessment has identified the following areas where we propose the Council considers taking action.

### Exhibit 1: Areas for improvement

- |    |   |
|----|---|
| P1 | Review arrangements to ensure that appropriate behaviour standards of councillors are maintained. |
| P2 | Complete work on the Council (Governance) Plan Framework.   |
| P3 | Develop the process to enable the allocation of resources to priorities.                          |
| P4 | Complete the People Strategy 2009-2012 and action plan.   |

## Special inspection

- 10 Based on the Corporate Assessment, the Auditor General does not intend to carry out a special inspection of the Council under section 21 of the Measure.

## Recommendations

- 11 The Auditor General has not made formal recommendations for improvement for the Council under section 19 of the Measure nor recommended that Welsh Ministers should provide assistance to the Council by exercising their power under section 28 of the Measure or give a direction under section 29 of the Measure.

## Part 1: How the Council has approached improvement over time

### **The Council has taken initiatives to improve after a period of inconsistent progress, but, whilst there has been progress, some corporate arrangements are not yet fully developed**

**Before 2007, there was clearer political control but corporate management was inconsistent and the Council failed to address some key challenges**

- 13** During the period following its creation in 1996 to 2008, there was clear political control of the Council. The Council initially inherited a legacy of financial problems and these required the development of a four-year budget strategy. This strategy led to a gradual improvement in the Council's financial situation. At the same time, there were a range of governance issues leading to investigations by the Audit Commission in Wales (ACiW) and other external bodies.
- 14** In November 2004, the ACiW Improvement Journey report presented a positive picture of the Council and concluded that despite the difficulties it had faced, it had a good record of driving improvement.
- 15** In the following years, external regulators and inspectors highlighted a varied picture of performance across different services and the need for stronger action to address a number

of critical corporate issues. Whilst there was progress in some matters, the political and officer leadership did not fully tackle some of the important issues facing the Council.

- 16** Corporate issues included the need to improve the overall corporate management of the Council, address the limited strategic capacity, reduce the large number of temporary and interim appointments, and tackle the domination of service and parochial interests.
- 17** During this period, some services were developing well. For example, in 2005, the Social Services Inspectorate for Wales assessed social services for adults as 'mainly good' and 'well placed' to sustain and improve. However, other services were not making such good progress; the Wales Audit Office raised significant concerns about services in the Community and Housing Directorate and in 2005, Estyn assessed education access and social inclusion arrangements as 'fair' with 'uncertain' prospects for improvement.

**Since 2007, more effective and professional leadership has improved corporate management and helped to promote improvement despite a fragile political position**

- 18** The appointment of a new Chief Executive in 2007 led to the development of a programme of organisational change and a commitment to tackle a range of corporate issues.



**19** Since the local elections in May 2008, the Council has been led by a coalition of an alliance of independent councillors and other political groups. Whilst the Coalition inherited a set of risk based priorities with which it was comfortable, it initially lacked its own clear programme of the priorities and policies it intended to pursue. There has also been a period of internal fragmentation and disunity amongst a small number of elected members and between some of these members and officers.

**20** The first phase of an organisational change programme involving the restructuring of senior management posts was completed. A new set of business planning and management approaches was implemented aimed at enabling there to be a greater focus on strategic priorities. These included the development of new approaches to risk management, target setting and service planning, implementation of a 'people strategy', over-hauling budget setting and a new, more corporate, approach to financial and asset management. These developments led to the authority being highly commended in Excellence Wales awards for 2008-09 for improvements to the whole Council.

**21** Service reviews by regulators and inspectors continued to identify notable strengths but also areas where further improvement was needed. These areas for improvement included aspects of housing strategy and housing services, and plans for schools modernisation.

**22** On 30 September 2009, the Appointed Auditor issued an unqualified auditor's report on the financial statements.

**23** On 30 November 2009, the Auditor General and her Appointed Auditor issued an Annual Letter on the financial statements, corporate arrangements and performance of the Council. The Letter reported that positive developments were continuing but would benefit from a clearer identification of, and alignment with, the Council's key ambitions.

**The Council is beginning to establish its priorities and arrangements to address the financial future but the political position and the capacity for change present continuing risks**

**24** In May 2010, the Council's Executive endorsed a revised Community Strategy 2009 to 2019 and also noted a Statement of the Priorities of the Administration for the remainder of the Council term in May 2012.

**25** The Council has adopted the 'Flintshire Futures' programme which provides a framework to address expected reductions in revenue and capital funding. The programme has two elements: the Change Programme focused on improving efficiency, and the Choice Programme aimed at choosing the most effective and cost-efficient way of governing and delivering services.

**26** The Change Programme will concentrate on those possibilities for change which are internal and do not make a direct and significant impact on the public services provided. An annual 'cashable' and 'non-cashable' efficiencies target will be set for each of the themes under the Change Programme. The cashable target for the Change Programme has been initially set at a notional £10 million for the three-year period 2011-12 to 2013-14.

- 27** The aim of the Choice Programme is to choose the most effective and cost-efficient ways of governing and providing services whether directly or in forms of partnership and procurement with the local government, public, third and private sectors. The Choice Programme will have a direct and significant impact on the public services provided. Specific programme efficiencies targets will be set for the Choice Programme. An emerging target within the Regional Partnership Board for regional collaboration is 25 per cent of the total regional funding 'gap' for the six authorities. For Flintshire, this would be the equivalent of an annual cost reduction through collaboration of £6 million to £7 million by 2013-14.
- 28** The Flintshire Futures programme incorporates and extends the Council's commitment to working through partnerships to improve efficiency and effectiveness. It is closely aligned with the regional programme of the North Wales Regional Partnership Board. The Council commitment is also reflected in a number of joint developments and partnership projects.
- 29** These developments are helping the Council to provide clearer focus and to prepare to respond to the financial challenges ahead. There remains concern over the capacity and capability for delivering the pace and extent of change that may be required and the need to maximise the support of corporate arrangements.



## Part 2: Analysis of the Council's arrangements to help it improve

### **Council leadership has positively promoted change and there have been many improvements in arrangements whilst some risk areas have not yet been fully addressed**

**Leadership and governance arrangements are positively supporting improvement in difficult circumstances and the Council is following a constructive approach to partnership working**

**Elected member and senior officer leadership is actively supporting improvement but the political position remains fragile**

- 30** When the Coalition was formed after elections in May 2008, it did not have a clear programme of its own policies and priorities. Most of the members of the new Council Executive did not have prior experience of being part of a local authority executive. They have developed their roles and become clearer about their ambitions and priorities for improvement. However, the Coalition remains fragile with disunity occupying time and focus.
- 31** During the period since May 2008, the Chief Executive has provided clear and focused managerial leadership and assisted the Executive to develop their roles and to clarify priorities. He has also continued with the organisational

change and development programme. The restructuring of senior officer posts has contributed to this process and led to greater collective accountability and managerial leadership. The improved business processes put in place have enabled there to be a continued focus on improvement and the Council has begun to tackle some of the difficult and outstanding issues. For example, progress has been made on the approach the Council will make to address the future of its housing stock. However, the Council has sometimes been unable to deliver the pace of change that it has intended and will want to continue to develop the contribution of senior officer and political leadership to driving the improvement agenda.

- 32** Whilst the various priorities of the Council have been set out in a range of strategies, policies and plans, a Statement of the Priorities of the Administration for the period 2010-2012 was noted by the Executive in May 2010. It was drawn up by the Leader in partnership with Coalition members and with the advice and guidance of the Chief Executive and senior management. The list of 10 governance and 30 public service priorities highlights some big challenges, some commitments to adapt to meet Assembly Government or other expectations, and commitments to improve the way the Council is run and performs.
- 33** The elected member and officer leadership has recognised the likely extent of the future financial challenge and has agreed the Flintshire Futures programme which sets out a

framework for addressing the financial challenge and organisational change. The leadership is also actively engaged in the development of regional collaboration particularly through the North Wales Regional Partnership Board.

**Governance arrangements are generally effective but some issues remain to be addressed**

- 34** The Council has been concerned to ensure that it follows appropriate governance arrangements and recently a Corporate Governance Working Party carried out a corporate governance self-assessment which was reported to the Constitution Committee in April 2010. The self-assessment noted areas where appropriate arrangements were in place and actions for some other areas.
- 35** The roles and responsibilities of elected members and officers are generally well defined and are understood by the majority of elected members and senior officers. One area of less clarity has been over the appointment and roles of 'member champions'. Seven 'champions' have been appointed through differing processes to champion areas of governance (such as member development, and overview and scrutiny) and service and citizen areas (such as ICT, older people, bio-diversity). A working party is to report to the Constitution Committee on this matter.
- 36** The Executive meets frequently but some decision making is slower than it could be. Whilst the Executive members have allocated portfolios, they do not have delegated decision-making roles (except in an emergency). Similarly, the scheme of delegation to officers is limited and the Corporate Governance Self-assessment has identified the need to review the scheme of delegation.
- 37** Scrutiny arrangements have improved and scrutiny committees provide challenge to decisions, and pre-decision scrutiny. A number of 'task and finish' groups assist performance monitoring, service review and policy development. However, some scrutiny work is too focused on detail. Overview and scrutiny committees have forward work programmes that are partly informed by the Executive work programme but they find that the Executive work programme slips and the scrutiny committee programme therefore slips.
- 38** In October 2008, the Council achieved the WLGA Member Development Charter first level. In particular, the Council was recognised as having a strong member development working group, an excellent induction programme and involving members in creating their role descriptions. However, it has not yet implemented an effective process of annual reviews for members.
- 39** Concerns about improving the standards of behaviour of a small number of members were reported to us and dealing with such concerns sometimes deflected the Council's attention from addressing other matters. The Corporate Governance Self-assessment noted the need to raise the profile of the Council Standards Committee. The Council also plans to provide refresher training on the Code of Conduct Guidance. Some matters are the subject of investigation by the Public Services Ombudsman for Wales.



## **A constructive approach to working in partnership will support future improvement**

**40** The Council has played a significant role in establishing the North Wales Regional Partnership Board (NWRPB) 'vision' and programme for change that are intended to simultaneously deliver service improvement and efficiencies, and cashable savings. The NWRPB has established four programme boards to focus on education, social care and health, environment and regulatory services, and other services (including support services). The Chief Executive is the sponsoring chief executive of the NWRPB programme board on Environment and Regulatory Services and other Directors are making significant contributions. The work will include consideration of:

- alternative service delivery models;
- partnership with external bodies including the private sector;
- collaborative service delivery with other local authorities;
- user controlled services;
- Business Process Re-engineering (BPR) and lean review of services;
- sharing of best practice;
- joint procurement/commissioning; and
- succession planning for joint senior appointments which will provide a framework for developing shared services.

**41** The programme boards are established and have identified work streams and target levels of savings. The regional planning currently taking place has the potential to lead to significant improvement through collaboration.

**42** The Council has led the co-ordination of the North Wales Regional Waste Treatment Project. This project has made good progress with proposals to procure a sustainable waste management solution for five local authorities in North Wales (Conwy, Denbighshire, Flintshire, Gwynedd and the Isle of Anglesey). The project will assist with the reduction in greenhouse gas emissions from landfill and will minimise the tonnage of waste residue sent to landfill. The development of the project so far reflects positive practice. A Gateway review of the outline business case for the project in April 2010 reached an overall view that the 'project is currently well placed to succeed'.

**43** The Council has several joint projects and services with other councils including the Managed Agency Staff Solution and emergency duty (social work) teams jointly with Wrexham and Denbighshire. Flintshire runs the schools' library service on behalf of the former Clwyd authorities and leads the regional transport planning collaboration (TAITH). A Programme Manager for the Flintshire Futures project has recently been appointed in a joint post for a similar programme for Wrexham County Borough Council.

**44** The Council is also contributing to existing and planned regional partnership work through the North Wales Social Services Improvement Collaborative and is involved in the North Wales Adoption Service which became operational from 1 April 2010.

**45** The Flintshire Local Service Board (LSB) is in operation and is developing work in its first Local Delivery Agreement on Carbon Reduction. Relationships are positive with LSB partners although some arrangements across all LSBs have been affected by the recent reconfiguration of health bodies. There are extensive joint

operational activities and work between the councils and the Health Board is now moving forward positively. To help promote an effective relationship between local authorities and the health board, North Wales councils have appointed a Regional Local Authority Management Representative (Ambassador) on the Betsi Cadwaladr University Health Board Management Team.

- 46 Flintshire LSB has adopted a good strategic partnership governance framework. It includes arrangements for forming or joining any strategic partnership, mechanisms for accountability, performance risk and resource management arrangements. It includes protocols for citizen engagement and consultation, information sharing and communication and dealing with partnership complaints and compliments. Partnership bodies are expected to undertake an annual partnership review which will assess how far each body is achieving its desired end results. The framework has also been adopted by other partnerships including the Youth Justice Board and has the potential to be an example of good practice.

**The policy and strategy framework, use of resources, business processes and people management are developing but not yet fully supporting improvement**

**A clearer strategic policy framework is emerging although some aspects are still developing**

- 47 The high level 'County Vision' for Flintshire was 'signed off' by the LSB in October 2009 and provides the basis of the updated Community Strategy 2009-2019. The adopted vision is for a county where there is:

- Economic prosperity
- Health improvement through everything we do
- Learning and skills for life
- Living sustainably
- Safe and supporting communities

- 48 The Strategy provides further information about each element of the vision. The Council endorsed the final version of the Strategy in June 2010.

- 49 The Council's priorities are set out in a range of strategic documents (including the 'County Vision'), corporate strategies and business plans. The Council's set of key policy documents include the ICT Strategy, People Strategy, and the Corporate Asset Management Plan. The Council has not yet completed the process of adopting a Unitary Development Plan (UDP). In March, it agreed a draft UDP in principle, subject to a set of further matters being considered. A further report is due to be presented to the Council.

- 50 Whilst the Council has set out a wide range of priorities and objectives in its various strategies, policies and plans, members of the public, officers and elected members may have found it difficult to locate these documents and identify which are the main priorities of the Council. The Wales Audit Office Annual Letter for 2008-09 reported the need for more clearly articulated and agreed political priorities. This contributed to driving the development of the 'Statement of the Priorities of the Administration 2010-12'. It includes 10 corporate governance and performance priorities and 30 service priorities. These are 'the over-riding priorities of the moment' rather than necessarily being



longer-term objectives. Not all of the priorities require additional investment. The priorities will inform the development of the Flintshire Futures programme as well as business plans.

- 51** In 2009, the Executive agreed a new Council planning framework aimed at tying together the ambition, priorities and targets for the Council with an overall governance framework. This includes:
- the Council Plan (Governance) framework;
  - annual statements, including the Annual Performance Report; and
  - service and directorate plans.
- 52** The Council Annual Performance Report 'fulfils part of the requirement to publish an annual improvement plan under the Wales Programme for Improvement'. It provides information on the performance of the Council, the Strategic Assessment of Risks and Challenges (SARC), the reports of regulators and inspectors and progress with regional and local partnerships.
- 53** The Council Plan (Governance) Framework ties together the vision, goals and ambitions for the Council with the governance and business planning arrangements. Recent developments, such as the Statement of the Priorities of the Administration, adoption of the Community Strategy, and the establishment of the Flintshire Futures programme, will contribute to the framework. An outline of the contents of the framework was reported to the Executive in April 2010 in a report which noted the full and final contents of the framework would be produced as a mid-year statement during 2010.

**The Council has benefitted from sound financial control but there have been significant service pressures and some overspends in 2008-10; the Council is beginning to develop the framework to address financial challenges and develop financial planning linked to priority objectives**

- 54** In recent years, the Council has not had significant issues about its financial standing or been required to use reserves to balance budgets. On 30 September 2009 an unqualified audit opinion was issued on the 2008-09 financial statements. The Annual Letter for the same year reported on the lack of certainty about the repayment of funds the Council had invested with Landsbanki which went into administration, and also that the Council had 356 claims against it in respect of equal pay.
- 55** Budgetary control has been generally effective although the 2009-10 outturn has reported significant overspends in Environmental Services and Lifelong Learning being largely offset by corporate efficiencies. During 2009-10, there was also an over-allocation of £1.1 million to secondary schools. The overspends in Environmental Services included unbudgeted maintenance costs as a result of the particularly harsh and lengthy winter. It is intended that the overpayment to schools is to be recouped over three years from schools modernisation and efficiency developments.
- 56** The Council budget setting process has wide involvement from elected members and officers. The process included an assessment of budget bids against the Council's risk assessment. A set of principles for medium term financial planning has been developed and is beginning to be used to enable the Council to help allocate resources. In 2009-10, the approach in setting the

budget was to continue to give priority to supporting schools, supporting those young people with disabilities who were moving through to adult services, and in providing care for the older people within the county area. For 2010-11, the budget allocated £8 million to respond to 'budget pressures'. These were categorised as follows:

- Economic impact
- Budget flaws
- Invest to save initiatives
- Pressures (including out-of-county placements)

**57** However, the Annual Letter for 2008-09 noted that the Council has effective mechanisms for identifying resources but more needs to be done to align resources to priorities and that ultimately, the funding model must start from Council priorities, allocating to them in a logical manner, and this has not yet been achieved. The adoption of the Priorities of the Administration and the development of the Flintshire Futures programme should be used to assist this process.

**58** The Council has a well-defined capital strategy and a recently approved Corporate Asset Management Plan. Further work on making best use of assets will be included in the 'change' element of the Flintshire Futures programme.

**59** The Council has approved an ICT Strategy which sets out how ICT will be used to support improvement whilst it is not specifically focused on Council objectives.

**Business processes have improved considerably in the last three years but there is room for further development to support improvement more effectively**

**60** The SARC process was developed in early 2008 and has identified areas where the Council needs to improve and to mitigate against risk. It has served its initial purpose well and has enabled the Council to focus attention on key issues. The Council has now identified the need to refresh the process during 2010-11 taking into account the entirety of the risk description and not just progress against the described actions.

**61** Following the completion of the first phase of the Organisation and Change Programme, the second phase initiated a programme of planned reviews of approximately 40 areas of activity. The Wales Audit Office reported that there was a clear and logical basis for the selection of the review areas and these were appropriately linked to risks identified in the SARC process. Since then, some reviews have been completed or have made progress that has already led to improvement. Others are at various stages of development and the timetables for some reviews have slipped. In some cases, this reflects the re-prioritisation of work or delays pending the outcome of the work on Single Status or other developments. In some cases, the delays reflect issues of capacity and capability and the effectiveness of project management arrangements. The Flintshire Futures programme will now provide an additional framework for future organisational change and development.



**62** Performance monitoring information is felt to have improved significantly and further work is planned to align performance to the Administration Priorities. Detailed quarterly reports at head of service/ division level are produced for consideration by Overview and Scrutiny Committees and are available to all councillors. These give a narrative analysis of performance as well as relevant data. The Executive Board receives separate quarterly reports with data analysis and comments against individual indicators. However, these provide limited narrative on progress and key areas for attention.

**63** There have also been improvements to directorate and service plans and we found the structure and content of plans are generally good. There are, however, some inconsistencies and some objectives in plans lack measurable targets.

**Despite some improvements in the human resources service, arrangements for people management include continuing risks that may hinder securing improvement**

**64** The Council developed a People Strategy for 2006-2009 with a wide range of proposals aimed at helping Flintshire employees to deliver services that meet existing and future demands. It included plans to address the costs of employing temporary and agency staff, the process the Council intended to take to implement the Single Status requirements and proposals to implement a human resources management information system (HRMIS). Progress has been made on these issues with the Managed Agency Staff Solution (MASS) coming into effect in October 2008 as a shared development with Wrexham and

Denbighshire. This arrangement has provided a corporate framework for employment of temporary and agency staff and achieved savings for the Council.

**65** Work to achieve the Single Status requirements progressed and the Council approved proposals in August 2009. However, there was significant concern regarding some extreme job evaluation outcomes and possibly inconsistent job evaluation outcomes. Consequently, a special meeting of the County Council in November 2009 decided that the implementation of the proposed Single Status Agreement would be delayed pending the review of job evaluation outcomes. The delay and re-working of the project have taken time and resources. They have also delayed some organisational improvements, affected staff morale and caused damage to the reputation of the Council. However, work on the review has made good progress. Nine workstreams provide the framework for the review which has been designed in two phases. It is expected that most of the first phase of the project plan will have been delivered by the end of June 2010 with the second phase running from July 2010 through to the end of December 2010.

**66** The work to implement the management information system has also progressed and new systems in place are beginning to provide the foundations of the information base needed for effective arrangements for people management. The amount of clear and accurate workforce information has been limited and has inhibited a corporate approach to workforce planning although there has been progress in some services. A project has been established to review the quality of data held and is an

'interdependent' workstream under the revised Single Status Project Plan. Robust workforce information will be important for allowing the Council to plan for its future staffing requirements.

- 67** A new People Strategy 2009-2012 has been developed to make further progress with the people management issues facing the Council. This includes the need to embed the improvements made under the previous strategy. For example, several key employment policies were revised as part of the previous strategy.
- 68** The Council, especially human resources service officers, has shown positive commitment and engagement with staff to change the culture related to staff management. An environment is being fostered in which service managers take greater responsibility for managing their staff effectively. Service managers now more strongly own and operate the employment policies. This ownership should lead to service managers relying less on support from human resources officers for the day-to-day line management of staff. An Action Plan is being developed to support the new strategy but is not yet in place.
- 69** Amongst the issues the Council is seeking to address is the need to increase change management capacity and capabilities. One development is the establishment of a small Management Training Programme to commence in September 2010.
- 70** The process for staff appraisals has improved but is not yet fully effective. Whilst the number and quality of performance appraisals have improved, more progress is required in some directorates.
- 71** A Council staff survey conducted in the summer of 2009 indicated a range of issues the Council will need to tackle to make the best use of its staff to deliver improvement. There was little change from a survey in 2007. Staff were concerned about the strategic leadership of the Council, recognition of their work and their own future careers. Some specific actions have already been taken in response with further actions incorporated in the People Strategy action plan and appropriate service and directorate plans.

