

Report to: Overview and Scrutiny
Date: 11 February 2008
Subject: Support Services Review
Report of: Deputy Chief Executive
Contact officer: Sue Johnson

Purpose / summary: To report on progress with the Support Services Review, as requested by Committee

Alternative options considered and reason for selecting the one recommended:

Recommendation / decision: Overview and Scrutiny Committee is asked to comment on progress made to date

Risks / Implications:

Financial:	The review will release budget efficiencies and savings for reinvestment in services as detailed in para 1.5 of this report
Staffing:	The review will change structures and impact on staffing levels across the council's support services functions.
Policy: Equal Opportunities - Has a Diversity Impact Assessment been conducted?	A series of assessments is being undertaken as each workstream is implemented
Wards affected:	All – the review of Support Services across the council will impact on service delivery on a borough wide basis

Property Implications – Does the proposal involve a reduction, addition or change to the Council's asset base or its occupation? Part of the review includes the production of an Accommodation Strategy. Further reports on findings and recommendations will be brought to members.

If yes, have the property implications been agreed with the Corporate Property Officer? The Corporate Property Officer is leading the accommodation review

Does this proposal have significant implications for the Council and the local population?

The Support Services review will improve efficient delivery of support services to service departments, thereby increasing service effectiveness

Does this proposal involve a new policy or procedure or significant changes to an existing policy or procedure?

Not at this stage. As the review is implemented there may be changes required to policies and procedures. These will be brought to members as appropriate.

Has the Director of Legal and Property Services confirmed that the recommendations within this report are lawful and comply with the Council's Constitution? **Yes**

Has the Director of Finance and IT confirmed that any expenditure referred to within this report is consistent with the Council's budget? **Yes**

Are any of the recommendations within this report contrary to the Policy Framework of the Council? **No**

For Cabinet reports only:

Categorisation of the report:	x
Discussion leading to a decision	
Monitoring	
Sharing for corporate understanding	

	x
Discussion	x
Decision	
Information	

Tracking/Process:

	Consultation	Ward Members	Partners
Panel	Overview & Scrutiny	Cabinet	Council
	11 February 2008		

Background Papers: Report to Cabinet 14 June 2007 – Report of the Review of Support Services

Proper Officer Sue Johnson

Date 31 January 2008

1. Background

- 1.1 The Support Services Review was initiated October 2006 in response to a number of drivers, both local and national:
- Our commitment to service improvement
 - We had never undertaken a whole scale review of support services
 - Restructuring work elsewhere identified the potential for improvements and efficiency gains within support services
 - National drive to improve effectiveness and deliver greater value for money
 - The council's role as 'place shaper' and an increasing emphasis on commissioning services rather than directly providing them
 - Increased pressure on local government funding

1.2 Focus of the review

The remit of the review was to consider services such as:

- Administrative
- Financial
- Information technology
- Performance
- Contracting and procurement
- Human Resources
- Training and development
- Communications and marketing
- Legal and democratic
- Property

1.3 Future Vision

To set the context for future development, a Programme Management Team, which was established comprising senior officers from across the council, developed an organisational vision for support services:

“To utilise the resources available to us in the most effective way so that we can provide value for money front line services that meet our customer's needs now and in the future.”

Within this vision there are three strategic priorities or drivers for change:

1.3.1 Customer Focus

- To develop a support services culture that is focused on identifying, anticipating and meeting the needs of the customer.
- To commission support services that enable our front line services to move from excellent to outstanding.
- To establish the Council as a customer focussed organisation capable of meeting the support service needs of Community Plan partner organisations. Partners include for example schools; Wigan and Leigh Housing; Wigan Leisure Culture Trust; Ashton, Leigh and Wigan PCT.
- To support the delivery of the Joint Service Centre in 2010.

1.3.2 Joining up of Services

- To adopt a 'one Council' approach to the commissioning and delivery of support services.
- To manage our Support Services to ensure strategic priorities are identified, resourced and delivered across the Council.
- To identify and deliver uniform and appropriate standards of support service across the whole Council that enable front line services to move from "excellent to outstanding".
- To exploit the potential of joined up services to achieve innovation, transformational change and deliver efficiencies.

1.3.3 Efficiency & Value for Money

- To achieve gains that allows the release of resources to support the development of outstanding front line services.
- To exploit the potential of partnership working and shared services to maximise efficiency and value for money.
- To establish a comprehensive performance management framework that will support continuous improvement.
- To develop a strategic commissioning function that enables the Council and in turn helps facilitate the Local Strategic Partnership to achieve its place shaping role. This would be through the commissioning and delivery of end to end services across organisational boundaries.

1.4 Outcomes of the review

1.4.1 Key Themes

In undertaking the review a number of key themes were identified:

- We are fortunate to have many employees that are committed to improvement, are professionally skilled and experienced.
- However there is overlap in some roles and as a consequence duplication of effort and resources.
- Linked to this is that we have few standard systems and processes and are not consistent in our application of these.
- We do not apply robust programme and project management techniques.
- Unlike others we have not used ICT fully to help us transform how we do our business.
- We do not have a rigorous performance management for Support Services.
- Some services are high cost and comparatively low performing.
- But we see that there are opportunities for process improvement that can lead to efficiency savings.
- We do not have a good track record of implementing cultural and whole scale organisational change and we do not operate as "One Council".

These themes helped us to identify areas for improvement that needed to be addressed.

1.4.2 Implementation Plan – Workstreams

The recommendations from the review were brought together into specific workstreams:

- Diversity impact assessment
- Organisational framework
- Business process re-engineering
- Organisational development
- Reputation management
- Strategic commissioning
- Shared services
- Assets facilities and estates management
- Performance management
- Democratic services
- Administration

1.4.3 Organisational Framework

1.4.3.1 The review highlighted the need to develop a model for Support Services that fits our local circumstances. A unified approach to service delivery was recommended. This model requires service provision reporting to a single head of service, using consistent approaches, systems and processes. And as a result will provide efficiency savings that can be redirected to the frontline.

1.4.3.2 The new organisational framework is themed around transformational and support/governance elements of service. As a result Chief Executives Department has become wholly transformational, strategic and outward facing and is now known as Chief Executive Services. All other support services will be brought together into the new Business Support Services. The high level structures within these two departments have now been recruited to (see Appendix A for structure charts and responsibilities).

As a result of this new organisational framework a number of service areas will move departments (see appendix B for details).

1.4.3 Business Process re-engineering

Based on workshops carried out through the review a number of areas for process improvement work were identified.

Creditors	Improving the processes from procurement of goods to payment of invoices.
Debtors	Identify potential for merging and standardising the processes
Legal	Improving client liaison and case management
Procurement	Reducing the numbers of low value invoices

Recruit to pay	Reducing the length and complexity of recruitment through to payment of employees. Reduce duplication and investigate potential for a unified team.
ICT	Developing a unified approach to the help desk facility
Financial processes	Improve and standardise budget monitoring processes
Mail management	Identify options for reducing the quantities of mail handled, and rationalising the number of mail rooms across the council. Investigate the potential for linking mail management to the print review.

1.4.4 Progress reporting

Programme Management Team has recently undertaken a review of progress on each of the Workstreams. This included updates on specific tasks and assessment of overall performance in each area (see appendix C).

1.4.5 Risk Log

As part of the overall programme management of the implementation, Programme Management Team developed a risk log to identify potential risks to achieving the vision for support services. This was recently updated and re-assessed (see appendix D).

1.4.7 Communication and Involvement

1.4.7.1 Communication has been a consistent theme throughout the review. Many employees were involved in the workshops which help identify areas for improvement. This involvement has continued through inclusion in the business process re-engineering groups which have cross-departmental representation on each.

1.4.7.2 We have distributed employee briefings at regular intervals from the beginning of the review. These are cascaded through departmental team meeting structures and are all available on the internal web site.

1.4.7.3 Following the final report we carried out a number of face-to-face briefings with groups of employees. These sessions were used to communicate the findings of the review and provide an opportunity for questions and answers. A spin off from these briefings was the development of the Employee Discussion Group. This group is attended by over 30 departmental representatives who raise questions anonymously on behalf of their colleagues. Four members of this group have helped us to improve communication and have developed a web site containing relevant information about the review.

1.4.7.4 Members of the review's Programme Management Team hold monthly meetings with Trade Union representatives. This allows us to discuss progress with the Trade unions and for them to raise any concerns from our

employees. We have also produced detailed briefings outlining current progress.

1.5 **Savings**

The target savings from the review are for:

- A permanent reduction of £1m in the current cost of support services to be identified during 2007/08 and delivered over an 18 month period to the end September 2008.
- An additional permanent reduction in support service costs of a further £2.5m to be identified during 2008/09 and deliver over an 18 month period to the end September 2009.
- A review of further savings to be undertaken during the second year of implementation.

1.6 **Vacancy freeze**

As a result of the vacancy freeze we have identified over £0.7m of one off savings. These savings will be used to support priority areas for the council and project that have the potential to speed up the implementation process.

1.7 **Long term**

Longer term savings will come through shared services. This is one of the workstreams recommended as part of the review as is becoming increasingly important at a national level. The improvement work undertaken as part of this review will ideally place us to take a lead role in this across the AGMA region.

2. **Recommendation**

Members are asked to consider and comment on progress made with the Support Service Review.

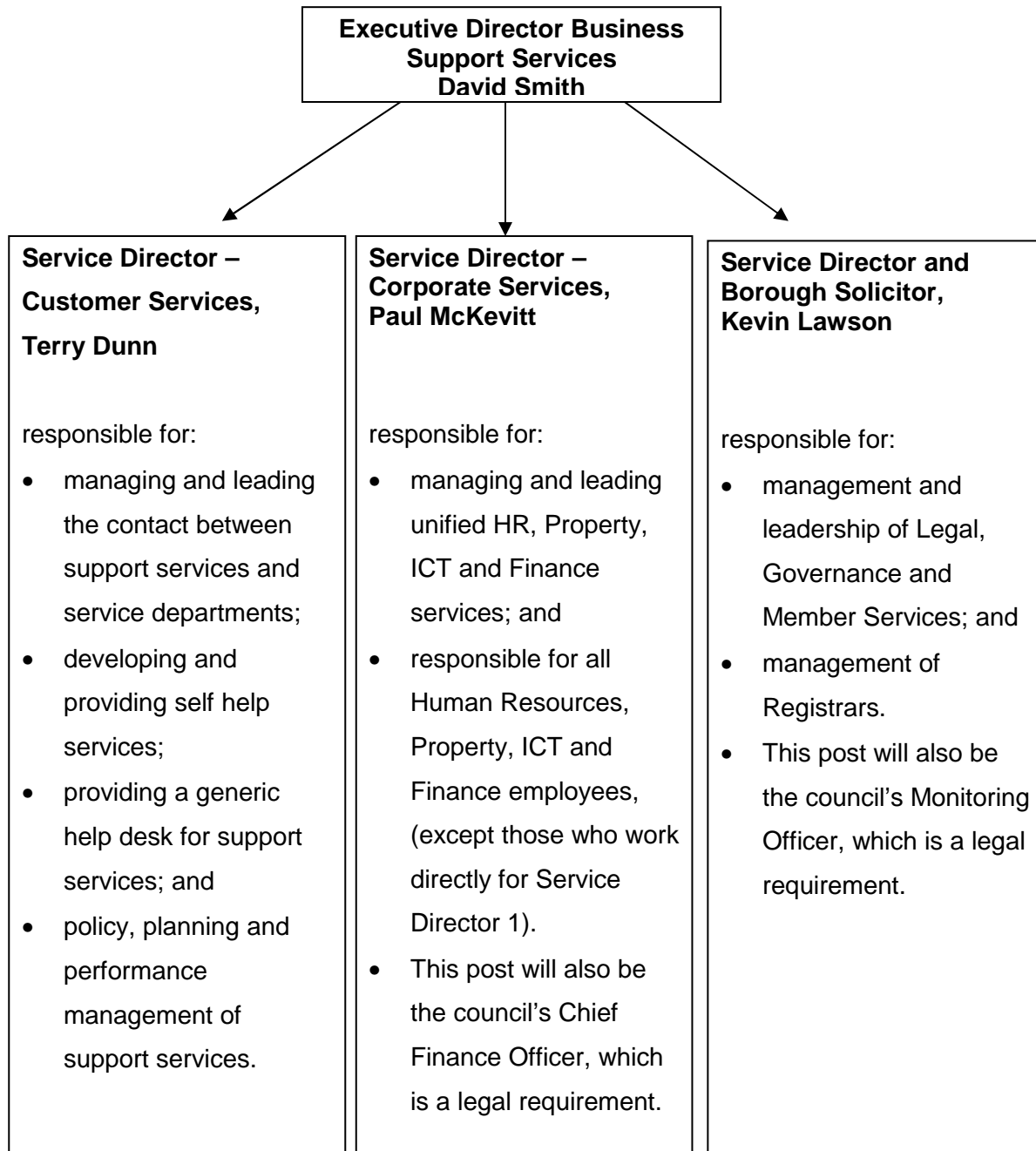
3. **Conclusions**

This report sets out the progress to date in implementing the Support Services review, as requested by this committee.

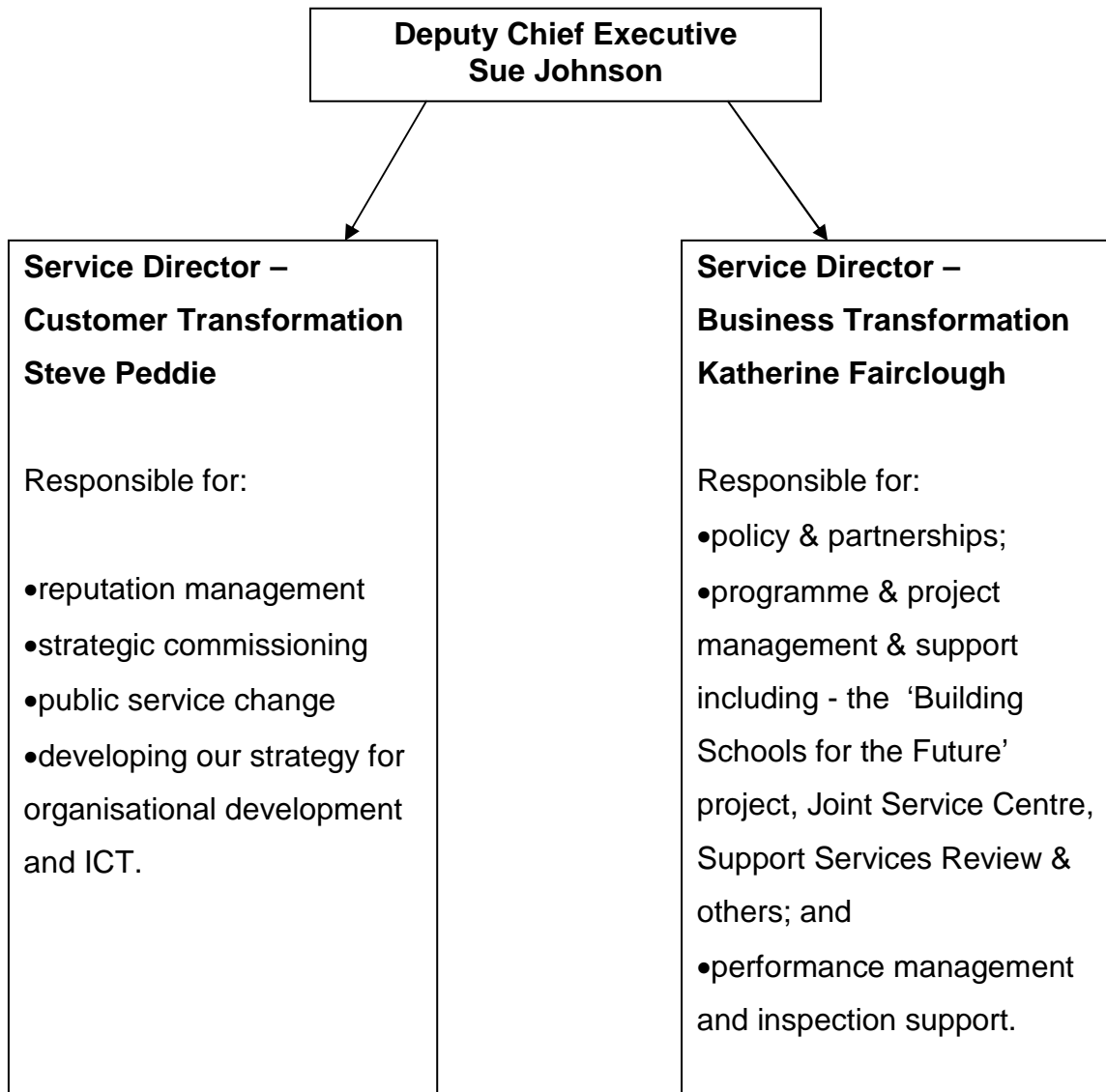
Sue Johnson
Deputy Chief Executive

Appendix A: Structures for Chief Executive Services and Business Support Services

Business Support Services



Chief Executive Services






Appendix B: Service moves





Service move	Reason
<p>Print and Reprographics Current location: Chief Executive's Moving to: Business Support Services When: March 2008</p>	<p>Print and Reprographics services are clearly a support service function and their work is closely related to the development of new technologies and ways of working. It is for this reason that they will be located within the unified ICT function. A review is to take place before transfer to ensure the service effectively supports the future direction of the council.</p>
<p>Registrars Current location: Chief Executive's Moving to: Business Support Services When: June 2008</p>	<p>Registrars deliver an essential front line service to the residents of the borough. It will in the longer term form part of the Joint Service Centre support structure.</p> <p>In the short term it is proposed that the management of the Registrars service be transferred to Business Support Services.</p>
<p>Democratic and Member Services Current location: Chief Executive's Moving to: Business Support Services When: June 2008</p>	<p>Democratic services provide a valuable function which link closely to Legal and Governance services. The Local Government White Paper sees significant developments in these areas over the next few years and having integrated management of these services will allow us to respond in the most effective way.</p>





<p>Car Parking</p> <p>Current location: Legal and Property Services</p> <p>Moving to: Environmental Services</p> <p>When: September 2007</p>	<p>Car Parking Services is closely linked with Street Scene activities. These are based in Environmental Services. Environmental Services already has some responsibility for Car Parking Services through its work on Transport and Planning. Bringing these services together will enable them to work more closely and provide better integrated services.</p>
<p>Markets</p> <p>Current Location: Legal and Property Services</p> <p>Moving to: pending outcome of review</p> <p>When: September 2008</p>	<p>Markets provide a front line service across the borough. We are undertaking a review to identify the most effective way to deliver this service in the future. And as part of this we will identify the most appropriate location for its management. The review will be finished by April 2008.</p>
<p>Townships</p> <p>Current location: Chief Executive's</p> <p>Moving to: Environmental Services</p> <p>When: April 2008</p>	<p>The White Paper, the new Comprehensive Area Assessment and our own journey on community engagement means that we value and want to use the partnership and community engagement approach championed by the Township team across the council.</p> <p>Moving this team to Environmental Services will enable us to work better with communities to identify local priorities, engaging effectively and</p>



	develop joined up service delivery around the key issues that have an impact on our neighbourhoods.
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Appendix C: Progress report

Workstream	Progress to date
<p>Diversity Impact Assessment</p> <p>Current progress – Reasonable </p>	<ul style="list-style-type: none"> • Approach to undertaking assessment developed and templates included in standard documentation. Assessments will be undertaken on an ongoing basis as workstreams near completion and recommendations developed. • We need to ensure that evidence is collated at key point in progress reports.
<p>Organisational framework</p> <p>Current progress – Good </p>	<ul style="list-style-type: none"> • The high level structures have been agreed and recruited to, with the exception of the Service Director for Customer Services, which is out to external recruitment at the moment. • Currently working on the next tier of structures in both the Business Support Services and Chief Executive Services. This will be completed at the beginning of January. • PMT currently identifying employees who will form part of BSS. • PPI and CE policy will be merged by 1 April 2008 • Some staff moves in reputation management and communications have already taken place. • Transfer of print and reprographics to ICT to take place early next year • Car parking have moved to Environmental services and work is underway for Townships move which will be completed end Jan 2008
<p>Legal Services</p> <p>Current progress – Good </p>	<ul style="list-style-type: none"> • Content of improved electronic reporting agreed • SharePoint site developed • Proposals for revised use of barristers time for child care work • Review of admin to identify efficiencies including ICT technical solutions • Use of ICT as a central reception telephone / email point

<p>Business Process Re-engineering</p> <p>Current progress – Good</p> 	<ul style="list-style-type: none"> • Payment at point of sale completed, 1.75 fte will be displaced and £25,000 savings identified • Recruit-to-pay group are working improve re-deployment, delegations, payments and use of technology. Recommendations for use of single recruit-to-pay process to be reported March 2008. • ICT single helpdesk being implemented using Horbill's SupportWorks. • Budget monitoring in Environmental Services completed. To be rolled out across all departments. £78,000 savings identified, 3fte's will be displaced as a result of this work. • Creditors and Debtors – initial areas of work to be overtaken by larger piece of work looking at the whole of the creditors and debtors function across the council. • Need to consider a second phase of BPR work
<p>Organisational development</p> <p>Current progress – Poor</p> 	<ul style="list-style-type: none"> • Initial workshops held to establish an approach • Work deferred until January when Service Director for Customer Transformation is in post • Revised communication programme implemented
<p>Reputation Management</p> <p>Current progress – Good</p> 	<ul style="list-style-type: none"> • Draft approach developed • Single employee newsletter agreed • Corporate style guide to be launched December 2007 • Some employee moves already taken place in advance of more detailed unified structures
<p>Strategic Commissioning</p> <p>Current progress – Poor / Reasonable</p> 	<ul style="list-style-type: none"> • Initial survey of skills undertaken • Initial research and environmental scanning ongoing • Single commissioning agency agreed by Cabinet and PCT Board. • New LAA has followed approach set out for strategic commissioning • Need to link to developments of LSP approaches

<p>Shared Services</p> <p>Current progress – Reasonable</p> 	<ul style="list-style-type: none"> • Review of AGMA collaborative services undertaken • Efficiency Delivery Plan for Greater Manchester will focus on collaboration in high spend areas, performance improvement and procurement • Still in discussion with Stockport around their payroll system
<p>Assets, facilities and estate management</p> <p>Current progress – Good</p> 	<ul style="list-style-type: none"> • Database of office occupancy completed • Corporate accommodation review underway • SLA for scope of service to be provided by Corporate Landlord to be completed by mid Dec • Steering group for supporting office accommodation review established
<p>NPS</p> <p>Current progress – Reasonable</p> 	<ul style="list-style-type: none"> • Communication group established and developing communication plan • Draft Partnership charter produced • Joint client officers' group to be established • Proposals on design fees almost complete • Proposals on poverty fees on hold pending full review of Reactive Maintenance • External consultants commissioned to undertake market testing
<p>Performance Management Framework</p> <p>Current progress – Reasonable</p> 	<ul style="list-style-type: none"> • Basket of indicators for HR, Finance, ICT and property, developed • Some re-working of detailed definitions and collection processes have hampered data collection. This is now ongoing • Other support service areas to be picked up on completion of workstreams
<p>Democratic Services, engagement and partnerships</p> <p>Current progress – poor</p>	<ul style="list-style-type: none"> • Work now underway to review approach to governance and leadership

	
<p>Administration</p> <p>Current progress –</p> <p>Poor</p> 	<ul style="list-style-type: none"> • Clear understanding of need will come as the next stage of structures are developed • Framework for admin support developed for Environmental Services • Admin support currently being highlighted as part of the work identifying those included within the BSS.

Appendix D: Risk log

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
<p>Leadership – not having strong enough leadership, skills and behaviours at all levels of the organisation in place for the new support services and within the new structural arrangements</p>	<p>Throughout the process so therefore will be High</p>	<p>Medium</p>	<p>Chief Executive and Deputy Chief Executive</p>	<p>Communication Training Clear aims and objectives</p>	<p>Amber</p>
<p>SMT – SMT not supporting the process through their actions and pursuing different outcomes</p> <p>Ensure new members if SMT are recruited to deliver the agreed vision</p>	<p>Throughout the process so therefore will be High</p>	<p>Medium</p>	<p>Chief Executive</p>	<p>Clear lead, programme management Committed buy in to outcomes</p>	<p>Amber</p>
<p>Priorities – how will we identify the priorities within the implementation plan</p> <p>Where does the support services review fit within the overall priorities of the council?</p>	<p>At key stages so High initially</p> <p>High at June 2007</p>	<p>High</p>	<p>Project leader (DCX)</p> <p>Cabinet and SMT</p>	<p>Clear direction when plan adopted</p> <p>Maintain the focus on delivery</p>	<p>Green</p> <p>Green</p>

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
Structure – having the right structures in place to deliver the implementation plan	Throughout the process therefore High	Medium	Project Leader (DCX)	Clear reporting framework through definitive structure and responsibilities	Red
Behaviour – How do we encourage behaviour that is in-keeping with the vision for support services	With reference to unification and facilitation High	High	Project Leader (initially), Director of Business Support	Ensure core values are embedded in Directorate	Red
Cultural changes – Ensuring will build into the implementation plan activities to address the cultural barriers that currently exist	Barriers to be identified before they can be addressed	High	SMT, Project Leader (DCX)	Core cultural values to be recognised, training required	Red
Capacity – do we have the capacity at all levels of the organisation to implement all the actions in the plan without the day job suffering and along side the other high level projects on-going at the moment	Gap analysis required to ensure key milestones to be achieved. Medium	High	SMT/Project Leader/PMT	Business Plans prepared for all initiatives which identify required resources and how to attain them	Red

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
<p>Skills – Not having the right skills in place within the organisation to deliver on the implementation plan. How will we identify the necessary skills and develop people to fill gaps.</p>	<p>Currently High as skills for each project not yet identified</p>	<p>High</p>	<p>PMT</p>	<p>Business Plans prepared for all initiatives which identify required skills and how to attain them</p>	<p>Amber / Red</p>
<p>Property disposal – Not being radical and innovative in our approach to property and property disposal.</p> <p>Not disposing of significant enough resources may impact on our ability to deliver other aspects of the implementation plan requiring up-front investment</p> <p>Not acting corporately in our approach to the use of property and property disposal.</p>	<p>Ongoing – periodic review of asset management strategy will identify opportunities</p> <p>Moderate</p>	<p>High</p>	<p>Portfolio holder SMT Head of Corporate Property</p>	<p>Asset management plan and strategy reviewed, together with plans for JSC to identify target disposals and potential use of receipts</p>	<p>Amber</p>

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
<p>Up-front investment- not investing enough up-front and in the right places to make long-term improvements to support services</p>	<p>Medium currently as no business cases prepared</p>	<p>High</p>	<p>SMT/PMT/Project leaders</p>	<p>Preparation of business cases to identify investment needs</p>	<p>Red</p>
<p>Performance monitoring - not implementing a performance framework around the delivery of support services and the implementation plan</p>	<p>PIs almost developed and framework in place Moderate</p>	<p>Medium</p>	<p>All managers supported by PPI team</p>	<p>Robust and clearly understood framework and reporting mechanism with good analysis</p>	<p>Amber</p>
<p>Internal assessment process – How will the internal assessment process work for filling the new support service structures and who will carry out this work?</p> <p>How will we ensure this process assesses the leadership qualities and skills required to deliver the vision for support services?</p>	<p>This is a discrete function over a given time period with professional assistance Low</p>	<p>Low</p>	<p>C Exec/Deputy Chief Exec</p>	<p>Clear design for job descriptions and reporting lines Professional recruitment process designed to bring out key competencies</p>	<p>Green</p>

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
<p>Policy changes – Not changing our policies in light of the outcomes of the review will create confusion in direction of improvements</p>	<p>Ongoing Moderate</p>	<p>High</p>	<p>C Exec/SMT</p>	<p>Business cases should identify where policy changes are likely and there should be a programme for review</p>	<p>Red</p>
<p>Who will be responsible? – Having the right people in place to take responsibility for implementing the actions from the review</p>	<p>Ongoing for each project – BPR plan has nominated leaders briefing to begin this week Low</p>	<p>Low</p>	<p>Project Leader /SMT/PMT</p>	<p>SMT to support nominated officers Clear responsibility for actions with individual acceptance</p>	<p>Green</p>
<p>Communication - ensuring key message are shared in an appropriate, consistent way amongst all employees, particularly those in support services areas.</p>	<p>Communication strategy adopted and process agreed Moderate to match key changes</p>	<p>High</p>	<p>SMT/Project Leader</p>	<p>Implement communications strategy and reputation management actions Ensure Communication networks operate effectively</p>	<p>Amber</p>
<p>Change agents – not identifying the organisations change agents and working with them to change the organisation at all levels</p>	<p>Define for each stage of the process Moderate</p>	<p>Medium</p>	<p>SMT/Project Leader</p>	<p>Assess key players as part of the business case for each action and ensure involvement</p>	<p>Amber</p>

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
Staffing - maintaining key staff in post through uncertain progress and medium term timescales	Ongoing through the review Medium	Medium	SMT/Programme Manager/	Clear outputs, structures and timescales, excellent communication with affected individuals	Red
Transition - managing the transitional period, getting the phasing of the implementation plan right.	Phasing agreed overall but more work needed on detail for unification High	Medium	SMT/Project Leader	For unification, urgent need to establish transition plan for processes and structures	Red
Accommodation – not having suitable accommodation in the early stages of implementation to physically bring together new delivery structures	Work underway but timescale critical High in initial phases	Medium	SMT/Project leader/Corporate property working group	Business case and outline plan need to be worked on to accompany structure debate	Amber
Schools – getting schools on board with the changes to support services.	Communication Moderate	Medium	PMT/CYPS liaison	Identify key changes which will impact on schools and focus on this area	Amber
Trade Unions – gaining trade union support to the vision for support services and the actions within the implementation plan	Meetings programmed at key stages Moderate	Medium	Members/Head of HR	Communication of key issues and consultation where required	Amber

Risk	Frequency	Severity	Lead Officer	Moderating Factors	Status (Red, Amber Green)
Employees – gaining significant employee support for support services and the actions within the implementation plan	Consultation actively underway High	Low	SMT/PMT/Project Leads	Identification of impact on employees and HR strategy for most affected	Red
Members – gaining the Elected Members support to the vision for support services and the actions within the implementation plan	Report approved by Cabinet and Overview and Scrutiny – return for key decisions Low	Low	C Exec/Deputy Chief Exec/SMT and Project Leader	Ensure inclusion in communication and regular reporting at key stages.	Amber
Maintaining the day to day business – ensuring that the normal workload is maintained and dealt with during a period of change	Throughout the process so therefore will be high	High	Deputy Chief Executive/Head of Business Support Services	Clear programme and timetable for change which identifies key pressures and ensures appropriate resources available	Red

Proposals:

Alternative options considered and reason for the recommended option:

Conclusions:

Diversity Impact Assessment form

Section:

Policy/Service Area:

Person Completing Form:	Date:

Do any of the below groups suffer specific disadvantage (please indicate)

	Yes	No		Yes	No
Race			Disability		
Ethnicity			Gender		
Age			Religion		
Class			Sexual Orientation		

Is there evidence of disadvantage or associated problems?

How was the information collected and/or who have you consulted with?

Action Plan – <i>What specific actions are planned to tackle any disadvantage identified?</i>

Is the policy in line with current equality legislation and relevant codes of practice?

Timescale	
Responsibility	
Comments	

Are the actions specified included in any other documents/plans?

Departmental Service Plan	
Section/Team Plan	
Other (Specify)	

Date for further review
