| | THIS PAPER RELATES TO ITEM 4 |
| **CLACKMANNANSHIRE COUNCIL** | ON THE AGENDA |

Report to Clackmannanshire Council

Date of Meeting: Thursday 26th February 2026

Subject: Target Operating Model

Report by: Chief Executive

1.0 Purpose

1.1. This report makes proposals in support of the implementation of the Council's agreed Be the Future Target Operating Model. This phase of development places a particular emphasis on further embedding a whole system outcomes focus, a drive for more integrated service delivery and financial sustainability.

1.2. The proposals reflect work towards delivering the 'mixed economy' of service delivery models in line with the Council's agreed Be the Future Target Operating Model (BtF TOM), including the Transformation through Collaboration proposals agreed by Council in November 2025.

1.3. The proposals set out in this paper also link to a savings proposal relating changes to the Council's Management Structure included within the 2026/27 proposed Budget, also on this Council agenda.

2.0 Recommendations

It is recommended that Council agrees:

2.1. the proposed Be the Future Target Operating Model set out at Appendix A

2.2. the implementation of the 'immediate state' changes to the management structure set out in Appendix A (paragraphs 3.12 and 3.13)

2.3. to delegate authority to the Chief Executive, in consultation with Group Leaders and in accordance with agreed Council processes (as set out in paragraph 3.11), to implement the immediate state management changes, excluding any elements that require a formal interview process

2.4. to delegate to the Chief Executive, in consultation with Group Leaders as appropriate, authority to progress transitional management arrangements, including consultation with potential partners, where service vacancies exist (paragraphs 3.14 and 3.15).

It is recommended that, subject to the approval of recommendations 2.1 and 2.2, Council notes:

2.5.   the potential saving of between £70,650 and £127,587 subject to agreed Council processes (paragraph 3.10)

2.6.   that these proposals align with the Transformation Through Collaboration proposals agreed by Council in November 2025

2.7.   the priority placed on consultation and engagement processes with staff, trade union representatives and elected members in respect of both the 'immediate state' and subsequent phases of implementation (Para 3.12)

2.8.   that all roles will be ringfenced, per Directorate, to existing senior management in the first instance. Should any positions not be filled, the roles will be opened to wider internal and external recruitment

2.9.   that where final interviews are required appropriate Appointment Committee(s) will be convened.

3.0   Considerations

3.1.   In February 2018, Council agreed a management restructure which aimed to secure a financial saving of around £0.756m alongside the implementation of more integrated management roles; more generic working across service portfolios; a clearer managerial focus on outcomes and performance, and increased performance oversight.

3.2.   Since 2018, a range of internal and external factors have influenced how these arrangements have been implemented, including Council's progress with its Be the Future Transformation Plan and Target Operating Model, increased investment in digital and data transformation, the agreement of a clear Medium term Financial Strategy alongside significant challenges such as the Covid-19 Pandemic, Brexit and the cost of living crisis.

3.3.   These collective changes have shaped the Council's work in several areas including the Family Wellbeing Partnership (including Whole Family Support), the Transformation Space and the adoption of Values Based Leadership. However, whilst the Council's aims remain broadly aligned with those stated in 2018, continuing financial pressure and increased service demand suggests that the structure and operating model needs reformed to remain fit for purpose, especially in the context of the increased focus on outcomes and the delivery of innovative work with other partners. This review also provides the opportunity to address those objectives which have not been fully met in implementing the original 2018 proposals.

3.4.   The underpinning rationale for change is focussed on:

- securing financial sustainability

- delivering meaningful outcomes focus

- embedding collaboration and partnership models

- delivering meaningful community empowerment

- sustaining the delivery of statutory and regulatory requirements.

3.5.   The current management structure does not support the delivery of these aims for the following reasons:

a) whilst the structure was intended to remove directorate silos, in practice this has not resulted in a comprehensive 'outcomes-led' way of working

b) the redesign of the Senior Manager role, alongside the removal of the former Head of Service role, has introduced challenges around the clear and consistent distribution of strategic and operational responsibilities. In practice, this has contributed to a greater level of upward delegation and has, in some areas, reduced familiarity with, and adherence to, established corporate processes and governance requirements

c) the current cost of the senior management structure is £1.951m. At a time when the Council needs to find further budget savings, it is appropriate to challenge the cost of the most senior roles in the organisation, alongside seeking budget savings through other measures. The proposed model has estimated costs between £1.855m and £1.912m

d) the increased emphasis on public service reform, including alternative and collaborative models of service delivery will impact the Council's Workforce Strategy in terms of skills, role design and numbers of staff in the future as well as creating opportunities for our workforce

e) there is a need to implement effective arrangements to support the design and successful implementation of the proposed future way of working. Without making these changes across planning, governance and the supporting arrangements for leaders within the organisation, the structural change alone will not be effective in delivering the outcomes aspired to

f) 50% of the current 'tier 1' leadership postholders are not permanent; this does not facilitate either service and financial sustainability, or a sustained focus on longer term priority outcomes agreed by the Council beyond the short term

g) the role of 'Senior Manager' has not been applied consistently, and has typically focused on service management, with the financial pressure having reinforced single-service focus rather than 'collaborative working' of the intended matrix-managed approach.

3.6.   The proposed model goes beyond the 2018 restructure placing outcomes as the clear priority and focus for Council leadership and management. In the model this is expressed through leadership accountability:

-**primarily** for the performance against outcomes

-**secondarily** the specific inputs and cross-service contributions that are delivered to achieve them.

The new operating model brings this to life by putting outcomes at the top of the agenda. It embeds leadership focus on improving outcomes through collaboration, partnership and integration and aims to encourage a whole system approach to delivering services building on effective cross portfolio working. The operating model is therefore set up to deliver and manage the 'mixed economy' of internally run, partnership and collaboration delivered and externally commissioned services, as a whole in line with the Council's agreed BtF TOM.

3.7. The delivery framework reflects the Council accelerating its shift towards partnership as the default approach to the delivery of services. This builds in readiness of leadership and management arrangements for community-led delivery models, alongside partnerships with other local authorities or agencies (such as ongoing discussions with Falkirk Council and wider Forth Valley partners, and 'Blueprint' discussions within the Improvement Service across all councils).

3.8. The structure is anticipated to change over time as environmental factors and opportunities result in a changing portfolio of delivery models, responding to the expected growth in partnership working whilst living within the funding envelope available. The Structure is intended to be implemented in three broad phases:

- the immediate state
- a transition state
- a future state.

This paper is seeking Council approval for the implementation of the Immediate state changes to leadership and governance arrangements to put in place those leaders who will be responsible for managing and leading the overall Redesign process.

3.9. Appendix A provides more detail on the operating model and the delivery framework alongside the proposed changes to management structure and the work that these leaders will take forward as part of the immediate phase, specifically in respect of the redesign of the outcomes focussed portfolios and whole system thinking at Senior Manager and Team Leader levels.

3.10. The implementation of the 'immediate state' will follow agreed Council processes, including consultation with affected staff; potential assimilation of certain roles to the new structure and/or ring-fenced competitive processes. It is not possible to forecast the exact impact for individual posts at this time as there are several potential outcomes. As a consequence, the saving assumption is based on a range reflecting a range of potential outcomes. Having factored in an assumed reduction of 0.5 FTE alongside the cost of the proposed structure, the range of the saving is between £70,650 and £127,587. This sum is additional to savings already delivered from the 2018 restructure.

3.11. It may be necessary to convene an Appointments Committee for certain roles, for instance the Depute Chief Executive, Director and Head of Service roles. To

expedite appointment to these roles, authority is sought for the Chief Executive to make arrangements for the appointment to these roles in consultation with Group Leaders and in line with agreed Council processes. This delegation would include establishing a politically balanced Appointments Committee, where this is required. The Appointments Committee would comprise:

- 2 SNP members

- 1 Labour member

- 1 Conservative member

Under delegation, if approved, the Chief Executive would consult with Group Leaders for nominations reflective of this political balance.

3.12. Prior to the submission of these proposals to Council, the consultation and engagement process has commenced:

- Strategic Directors have worked collaboratively with the Chief Executive to develop the proposals

- A briefing has been held with the Senior Leaders and Team Leader Forums which includes all Council Service Managers and Team Leaders respectively

- Trades Union colleagues have been briefed on the development of this work through the Management and Trades Union Forum and Strategic Oversight Group. A specific briefing on these proposals has also been held with Trade Union representatives prior to submitting this paper to Council

- The importance of consultation in this process is not underestimated and will be prioritised as proposals move forward through each phase of implementation.

3.13. It is critical that the proposed change is properly supported and any associated risks are mitigated and managed. Sections 4 and 5 of Appendix A set out the key considerations in respect of these important factors. Work has already commenced on two significant elements of the Foundations for delivering the Change:

- work to **transform the Council's Performance Management Framework**, building on the One Plan, One Report foundations to develop a coherent outcomes-focussed 'Golden Thread' (Appendix A1 of BtF TOM)

- work to **review, refresh and refine the Council's Workforce Strategy** to take account of the potentially changing landscape as the model is implemented and in response to external influences (Appendix A2 of Appendix BtF TOM), including arrangements to establish a 'New Deal' with Managers.

3.14. The Council has been experiencing some recruitment and retention issues over recent months with some service areas particularly affected. The Chief Executive has been engaged with the relevant Strategic Director (s) to ensure transitional arrangements are in place. Progress with the Transformation Through Collaboration work now provides an option to explore potential transitional management arrangements in some of these areas, pending commencement of work to develop Business cases as part of Tranche 1 activity.

3.15. Authority is sought to delegate to the Chief Executive authority to progress transitional management arrangements with potential partners to mitigate current vacancy pressures.

4.0 Sustainability Implications

4.1 There are no direct sustainability implications arising from this report.

5.0 Resource Implications

5.1 *Financial Details – the report sets out the costs and indicative savings range of the proposals*.

5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes ☒

5.3 Finance have been consulted and have agreed the financial implications as set out in the report. Yes ☒

5.4. *Staffing* - no direct staffing implications arising from this report.

6.0 Exempt Reports

6.1 Is this report exempt? Yes ☐ (please detail the reasons for exemption below) No ☒

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities**

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all ☒

Our families; children and young people will have the best possible start in life ☒

Women and girls will be confident and aspirational, and achieve their full potential ☒

Our communities will be resilient and empowered so that they can thrive and flourish ☒

(2) **Council Policies**

Complies with relevant Council Policies ☒

8.0 Impact Assessments

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes ☐

8.2 If an impact assessment has not been undertaken you should explain why:

Any potential impacts will be evaluated in line with the development of implementation plans.

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes ☒

10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix A   Be the Future Target Operating Model
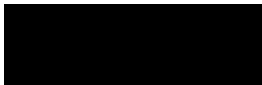
11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes ☐ (please list the documents below) No ☒

Author(s)

NAME	DESIGNATION	TEL NO / EXTENSION
Nikki Bridle	Chief Executive	

Approved by

NAME	DESIGNATION	SIGNATURE
Nikki Bridle	Chief Executive	███████

Be The Future

Target Operating Model

February 2026

Chief Executive

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Clackmannanshire Council
Be the Future Target Operating Model (TOM)

Section 1: Background and Context

Introduction

1.1. The Council's 2018 management restructure was undertaken to enhance organisational responsiveness to a rapidly changing and increasingly complex operating environment and was driven by two key drivers:

- to respond more effectively to changing contexts, new and more complex needs and demands; and

- to contribute to the financial sustainability of the Council given the economic and budgetary factors within the operating context.

1.2. Since 2018 a range of internal and external factors have influenced how these arrangements have been implemented, including:

- the approval of the Council's Be the Future Transformation Programme (20 December 2018)

- the approval of the Council's Target Operating Model (19 December 2019)

- the approval of the Council's Organisational Redesign Framework (8 March 2018)

- Council's approved Workforce Strategy (12 June 2019)

- the Council's increased investment in digital and data transformation

- Covid-19 pandemic in 2020

- Brexit

- Cost of Living Crisis linked to political instability in Europe and the UK

- approval of the Council's Medium Term Financial Strategy (26 June 2025).

1.3. Collectively these changes have shaped the Council's work in several key areas, most notably the establishment of the 'Family Wellbeing' approach, the creation of the Transformation Space/Fund and the adoption of Values based Leadership, complementing the Councils existing Corporate Values. These changes have focused on equipping council officers to work in a more agile and outcomes-focussed way. Through its investment the Council has also accelerated progress with digital and data transformation, improving access for service users and driving efficiencies in productivity and cost.

1.4. While the Council ambitions and values for the future remain unchanged, continuing financial and ever-increasing service demand pressures mean that the structure and operating model introduced in 2018 now needs to be reformed, to help meet three further challenges:

    a) **Ongoing financial pressure** - this has continued to increase since 2018, in part exacerbated by some of the post-2018 external factors detailed in paragraph 1.2. Council has achieved financial balance year on year, but the Medium-Term Financial

Strategy (MTFS) forecasts a cumulative budget gap of £19.1m by 2029/30 with limited opportunities for further service redesign (or additional efficiency measures), and other mitigations such as use of reserves and service concessions not sustainable in the longer term[1].

b) **Need for innovation** - the systemic sectoral reality of this financial pressure, combined with both the principles of joint public sector working set out in *Scotland's Public Service Reform Strategy: Delivering for Scotland*[2] and the Council's *"Be the Future' approach, acc*elerates the need to increasingly deliver services through partnerships; consider alternative delivery models, minimise costs, reduce risks and mitigate failure points, through greater leveraging of scale (such as investments in technology and collective assets) and to "join up" (integrate) services around the citizen and place.

c) **Broader scope of change** - whilst the 2018 management restructure made several positive changes, it did not deliver the step-change in wider operational practice and ways of working the Council intended. This was due in part to the impact of Covid, alongside the need to invest beyond management structural change in the wider operating model, to make the new structure work as intended.

1.5. In response to this changed context, significant work has already been developed to provide greater service and financial resilience for the Council, including the development of innovative proposals for transformation through collaboration, working to develop more integrated local, regional and national models of service delivery focused on delivering priority outcomes and financial sustainability whilst meeting statutory duties. Whilst this work is critical, it is also necessary to consider how it fits within the broader strategic operating context of the Council for the future and how further organisational redesign will better support the future delivery of priority outcomes, financial sustainability and the delivery of statutory duties.

Rationale for the Change

1.6. The proposed new operating model and redesign of the Council is based on the following rationale:

a) **Financial Sustainability**
The Council needs to reduce costs and this needs to be reflected in a redesign of senior officer posts, alongside other cost reduction measures being taken forward in the budget. Critically, the redesign needs to deliver an optimised leadership structure that provides stability, with the right management oversight, within a reducing funding envelope.

b) **Outcomes focus**
The leadership and management structure will drive changed ways of working to better focus resources on delivering outcomes, removing service-level silos, and clearly prioritising investment in services that make a contribution to the delivery of priority outcomes.

c) **Collaboration and partnership**
As the smallest mainland Council, Clackmannanshire has strong foundations of partnership working, with several jointly delivered service arrangements already in place. These foundations need to broaden and deepen to work with other potential partners to deliver more services on a joint basis and to maximise the potential for innovative new models of service delivery for the future. Progress is already being made as detailed in paragraph 1.5 and in the establishment of the Transformation Space/Fund. However,

[1] https://audit.scot/uploads/2024-09/coa_240927_clackmannanshire_council.pdf
[2] https://www.gov.scot/publications/scotlands-public-service-reform-strategy-delivering-scotland/

this principle needs to be adopted and implemented more consistently in order to align resources towards common objectives. This will require bold decision-making and significant political and managerial commitment.

d) **Community empowerment**
The Council has a proud history of working at the forefront in local government in terms of community empowerment, devolution and engaging with our people. The future model provides a new way for communities to input to longer term thinking on how public services are shaped to better deliver, building on the foundations of current work.

e) **Statutory and regulatory requirements**
Whilst not a driver in itself, the Council has unique statutory and regulatory responsibilities for the people it serves, and the future model needs to account for them. As financial and other service demand pressure rises, without substantial reform, these obligations are at risk of failure, and so 'do nothing' will not reduce the risk this presents.

Moving to the future model

1.7. The change to the future structure is only part of the change required. The design and successful implementation of the future way of working is as important as the changing of roles and management portfolios, and without making these changes across planning, governance and the supporting arrangements for leaders within the organisation, the structural change will not be effective.

1.8. The changes will be significant for Council staff. Communication, engagement with representative groups and investment in the development of our staff will be critical features of how changes are delivered.

1.9. In practice this means a change programme over the next 24-36 months to:

- Develop a detailed design, planning and implementation roadmap
- Consult, engage and support staff impacted by the change
- Put in place the changes to governance, accountabilities, reporting and leadership portfolios
- Defining in detail and evaluating the new roles and migrating to the new team structures
- Define and develop a 'New Deal' with managers to balance high and changing demands with the right support and development
- Change the annual business planning cycle to align with the new portfolios, and the outcomes based, partnership way of working
- Ensure governance arrangements remain fit for purpose in changing operating environments.

It also suggests that structural change in the 'immediate state' is more limited with implementation being aligned with other related developments such as our Transformation Through Collaboration work and ongoing transformation projects.

Section 2: Current position

Current structures

2.1 The structure implemented in 2018 streamlined senior leadership role and reorganised services into three functional groupings: People, Place and Partnership and Performance.

2.2 The aim of this change was to bring together services around priority objectives, to align service portfolios to where customer bases have similar and multiple touch points and to move away from traditional 'departments' working in a linear management structure and towards integrated management of multi-disciplinary teams.
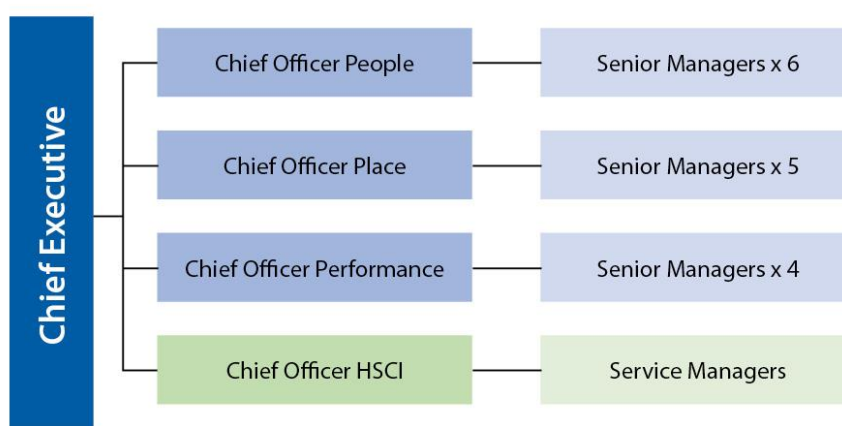

Exhibit 1: 2018 Management restructure

Benefits the change achieved

2.3 This change led to several improvements. The cost of the management team reduced. The creation of the People function brought together Children's Social Care and Education Services resulting in increased levels of joint working. The new structure created a 'Senior Manager' role intended to be responsible for delivery of integrated service, budget and performance management of service provision, management of multi-disciplinary teams as well as customer services meant to ensure there was consistency across our leadership teams and to encourage cross-Council working. The Council is developing the 'One Report' as a means of bringing together all Council activity into one view, aligned to the Council's target outcomes and priorities. This will be further developed as part of the review of our performance management framework.

2.4 The changes also strengthened our focus on values and behaviours supported through our engagement with Columba 1400 and Values Based Leadership where staff and political leaders participated together to align on a common set of principles and expected ways of working.

Why the Council needs to go further

2.5 The changes were not fully implemented, nor supported by wider transformation, such as greater agility or ways of working. The pandemic significantly disrupted the intended implementation phase resulting in some roles remaining in an interim state whilst the longer-term position was determined.
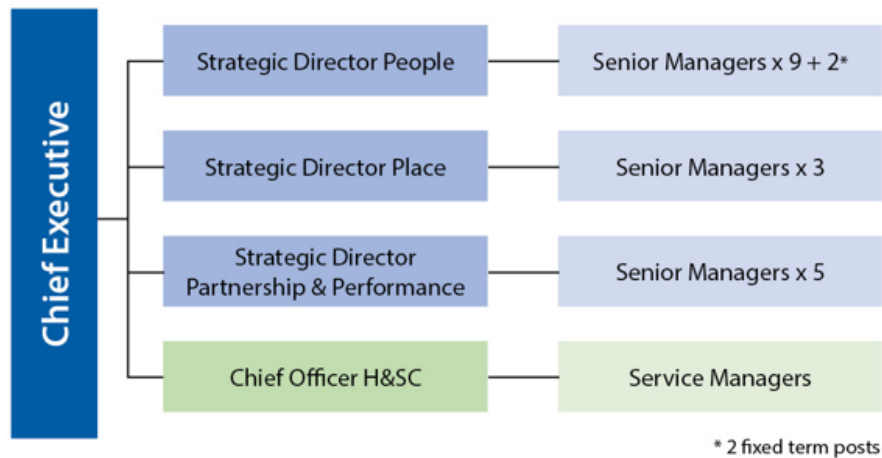
2.6   The current structure is detailed below.

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Exhibit 2: Current Management structure

2.7   The existing structure is now no longer fit for purpose, for the following reasons:

a) whilst the structure was intended to remove directorate silos, in practice this has not resulted in a comprehensive 'outcomes-led' way of working

b) the redesign of the Senior Manager role, alongside the removal of the former Head of Service role, has introduced challenges around the clear and consistent distribution of strategic and operational responsibilities. In practice, this has contributed to a greater level of upward delegation and has, in some areas, reduced familiarity with, and adherence to, established corporate processes and governance requirements

c) the current cost of the senior management structure is £1.951m. At a time when the Council needs to find further budget savings, it is appropriate to challenge the cost of the most senior roles in the organisation, alongside seeking budget savings through other measures

d) the increased emphasis on public service reform, including alternative and collaborative models of service delivery is likely to impact the Council's Workforce Strategy in terms of skills, role design and numbers of staff in the future as well as creating opportunities for our workforce

e) there is a need to implement effective arrangements to support the design and successful implementation of the proposed future way of working. Without making these changes across planning, governance and the supporting arrangements for leaders within the organisation, the structural change alone will not be effective in delivering the outcomes aspired to

f) 50% of the current 'tier 1' leadership postholders are not permanent; this does not facilitate either service and financial sustainability, or a sustained focus on longer term priority outcomes agreed by the Council beyond the short term

g) the role of 'Senior Manager' has not been applied consistently, and has typically focused on service management, with the financial pressure having reinforced single-service focus rather than 'collaborative working' of the intended matrix-managed approach.

Section 3: Future position

Moving to an integrated, outcomes orientated approach

3.1 The proposed model goes beyond the 2018 restructure in placing outcomes as the clear priority and focus for Council leadership and management. In the operating model this is expressed through leadership accountability:

- **primarily** for the performance against outcomes, and
- **secondarily** the specific inputs and service contributions that are delivered to achieve them.

It means senior leaders are accountable (both jointly and individually) for the positive impact the Council's resources have on the outcomes set as the priorities for Clackmannanshire's communities.

The summary of the drivers for change, what this means for the organisation and the principles that have shaped the new structure and operating model are set out below:
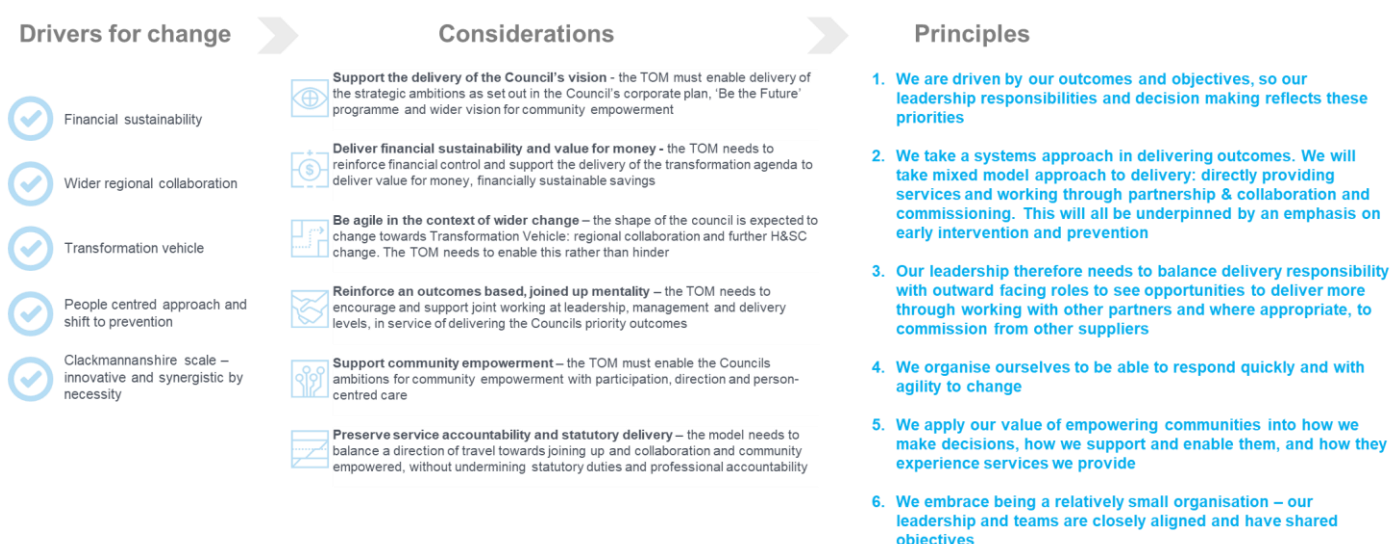
Drivers for change

- Financial sustainability
- Wider regional collaboration
- Transformation vehicle
- People centred approach and shift to prevention
- Clackmannanshire scale – innovative and synergistic by necessity

Considerations

Support the delivery of the Council's vision - the TOM must enable delivery of the strategic ambitions as set out in the Council's corporate plan, 'Be the Future' programme and wider vision for community empowerment

Deliver financial sustainability and value for money - the TOM needs to reinforce financial control and support the delivery of the transformation agenda to deliver value for money, financially sustainable savings

Be agile in the context of wider change – the shape of the council is expected to change towards Transformation Vehicle: regional collaboration and further H&SC change. The TOM needs to enable this rather than hinder

Reinforce an outcomes based, joined up mentality – the TOM needs to encourage and support joint working at leadership, management and delivery levels, in service of delivering the Councils priority outcomes

Support community empowerment – the TOM must enable the Councils ambitions for community empowerment with participation, direction and person-centred care

Preserve service accountability and statutory delivery – the model needs to balance a direction of travel towards joining up and collaboration and community empowered, without undermining statutory duties and professional accountability

Principles

1. We are driven by our outcomes and objectives, so our leadership responsibilities and decision making reflects these priorities

2. We take a systems approach in delivering outcomes. We will take mixed model approach to delivery: directly providing services and working through partnership & collaboration and commissioning. This will all be underpinned by an emphasis on early intervention and prevention

3. Our leadership therefore needs to balance delivery responsibility with outward facing roles to see opportunities to deliver more through working with other partners and where appropriate, to commission from other suppliers

4. We organise ourselves to be able to respond quickly and with agility to change

5. We apply our value of empowering communities into how we make decisions, how we support and enable them, and how they experience services we provide

6. We embrace being a relatively small organisation – our leadership and teams are closely aligned and have shared objectives

Exhibit 3: Proposed model drivers for change and underpinning principles.

3.2 The proposed change can be summarised as 'outcome-focussed and management enabled' and in practice this means that the existing set of Service Plans are subsidiary to the leadership around outcomes. It means that services will still have clarity on what they need to deliver, including service improvements and service standards, fulfilling statutory obligations and meeting legal and other regulatory requirements. However, the primary focus will be the total impact of services on outcomes, building on the 'One Report, One Plan' through a strengthened performance management framework and supported by stronger, direction-setting from a combined leadership team holding accountability for getting the greatest performance impact on the Council's key outcomes.

The operating model

3.3 The new operating model brings this to life by putting outcomes at the top of the agenda. It makes the leadership focus on improving outcomes through partnership and integration. Effective oversight will continue to be essential across the services and functions that work together (and in

collaboration) to deliver these outcomes and will continue to do so even as increasing number of resources are delivered through different partnerships. The operating model is therefore set up to manage this 'mixed economy' of internally run, partnership and collaboration delivered and externally commissioned services as a whole.

3.4 Features of the new model include:

   a) Outcome leadership that becomes the focus of senior leadership accountability. This will drive new ways of working and cascade throughout the organisation. This will be supported by strengthened leadership shared purpose and drive, underpinned by new accountability matrix.

   b) Two 'level 1 portfolios: (i) Wellbeing and (ii) Place and Economy

   c) Community empowerment and decision-making is a key principle underpinning the model

   d) A clear focus on implementing a more consistent 'mixed economy' of service delivery models, through structured corporate review of existing models and potential collaborative or alternative delivery options

   e) System leadership that ensures clear monitoring of performance across services: this will focus on service improvement, data insights, and statutory obligations.

   f) Cross-cutting leadership roles that are there to manage a Council approach across the system – in terms of the experience we want to give our customers when we engage with them, the 'whole family' approach to support, how we target inward investment, leveraging funds and maximising income across all we do and having a co-ordinated approach to capturing and analysing data

   g) Creation of a 'commissioning hub' and strengthened insight and performance function to support the additional demands on these teams, providing a scale, consistent way of providing this support across Clackmannanshire and reinforcing the joint approach to understanding the current demand, interventions, expected performance and to monitor against it.

The delivery model

3.5 This way of working requires a 'golden thread' between the outcomes, the measures of success by which the Council will determine progress, the understanding of the contribution that the services make to them and the planning, service management and accountability for delivery. Work has already started to review the Corporate Performance Management Framework and this will be considered in more detail at a future meeting of Council. Appendix A1 sets out the Draft Development Framework.

3.6 This builds on the 'One Plan, One Report' approach but strengthens it in a number of areas including:

a) deliberately breaking the 'linear' route of management and planning in which services are grouped by leadership, in favour of recognising that many services will be contributors to a number of outcomes

b) explicitly seeking options to drive partnership and collaboration opportunities in order to increase the impact, and to reduce the delivery risk, from the Council delivering all services itself

c) bringing performance and financial management closer together. In the foreseeable short-term,

public-sector budgets will be under significant pressure, and the future model will make it easier for the Council to make priority judgements on how to best deliver within limited means, including 'reduce/stop' options, as well as where alternative sourcing is a more viable option.

The latter point is particularly critical given current and future budget discussions, and existing vacancies in roles where the Council has found it hard to appoint and retain permanent staff, which means that some services have an unsustainable delivery model.

The delivery framework

3.7 The delivery framework reflects the Council making a fundamental shift towards partnership as default approach to the delivery of services. This is a shift from the current position which is the Council being the primary delivery agent across most services. This builds in a readiness to leadership and management for community-led delivery models, alongside partnerships with other local authorities or agencies (such as ongoing discussions with Falkirk Council and wider Forth Valley, and 'Blueprint' discussions within the Improvement Service across all Councils).

3.8 The delivery framework sets a disciplined, repeatable path for each service: start from the intended outcome, statutory and funding constraints, and the current service/performance profile, then agree a clear service specification. Options are appraised case-by-case—self-delivery, partnership, commissioning another public body, commissioning a commercial provider, joint commissioning with other councils, or reduce/stop—with regional models considered where relevant.
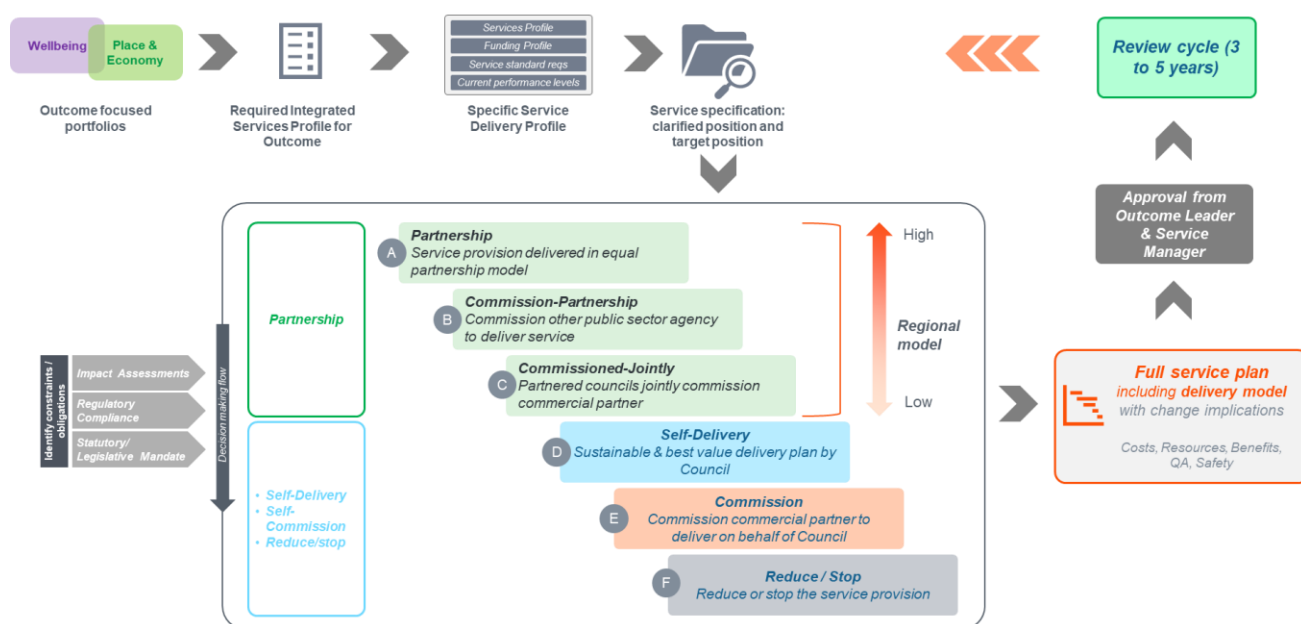

Exhibit 4: Delivery Framework

3.9 The process requires full-service plans (costs, resources, benefits, quality and safety), with impact assessments and compliance checks, and approval by the Outcome Leader and Service Manager. This works on a three-to-five-year review cycle to assure best value and adaptability, with choices informed by the "Outcomes & Delivery Matrix" and supported by a strengthened commissioning capability

3.10 This crucially means the structure is **anticipated to change over time**, as these decisions result in changing the delivery model for services, responding to the expected growth in partnership working whilst living within our budget constraints. The structure presented therefore is set out in three phases:

1. **The immediate state** change to new leadership, governance and top 4 tier management roles that will oversee and lead the transformation of the Council.

2. **A transition state**, presented for illustrative purposes, highlighting the organisation impact of extending current partnering arrangements and assuming the continuation of existing planned collaboration work with other public sector partners

3. **A future state**, presented for illustrative purposes, highlighting the potential 'end point' whereby the majority of services that can be delivered through alternative delivery arrangements have been implemented and what the retained organisation would look like as a result.

3.11 In practice the specific decisions about which services and activities transition to different delivery models can't be determined now. It relies on the case for change, the willingness of other partners to work with us, and the measures we can take to reduce costs before looking at alternative commissioning arrangements. It will also be subject to the wider public service reform agenda and the upcoming Scottish election in May 2026 which may have broader impact on public services. However, it serves to show both the implications of the future model, the potential scale of change this would represent, and to test whether the structures and wider decision-making framework is fit for purpose for the different states in which the Council may evolve.

The future structure

3.12 This is set out as an initial *formation phase* in the **'immediate state'** to lead the further substantial changes. The proposed immediate state is outlined below.
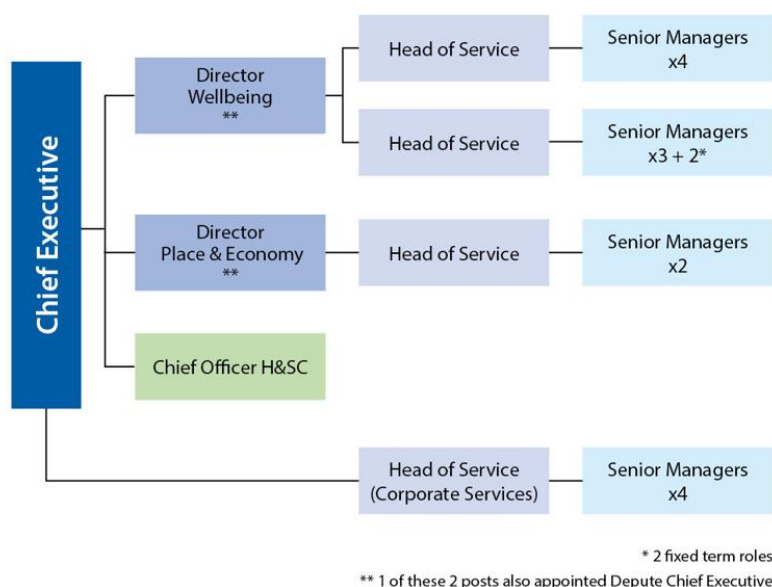

Exhibit 5: Proposed Immediate State of TOM implementation

3.13 Key features of the proposed structure in the **immediate state** are:

- two Director portfolios, with lead accountability for Place & Economy and Wellbeing outcomes respectively, as well as collective responsibility for performance against outcomes as a whole.

- One of the Director posts will also carry Depute Chief Executive duties, in order to improve strategic capacity and reinforce organisational resilience.

- reintroduction of 4 Head of Service roles in support of the two outcome-focussed portfolios to improve organisational resilience and better reflect strategic and operational responsibilities

- the designation of one of the Head of Service roles as Head of Service (Corporate Services), sitting at a level below the Directors but reporting direct to the Chief Executive, (role to be held in conjunction with one corporate service professional function)

- mapping of the current Senior Manager and Head of Service roles so that there is coverage and management capacity in place from the initial change. This includes several existing vacancies which provide an opportunity to explore options within the first wave of Transformation Through Collaboration

- an assumed cash saving of 0.5 FTE (Team Leader level) as a consequence of current vacancies, transitional management arrangements and progress with the Transformation Through Collaboration activity.

3.14 Under the immediate-term changes in the model, the new leadership layer in the organisation will be charged with leading the redesign of the current Service Manager and Team Leader portfolios within their respective remit and in the collaboration framework that is fundamental to the operating model. This next stage will build on:

- Agreed **design principles:** e.g. minimising handoffs, spans of control, aligning similar functions, empowering multidisciplinary teams, and simplifying the customer journey;

- A clear, data-led **case for change**: including financial sustainability, demand trends, performance, and feedback from communities and staff; and

- A consistent **design process**: diagnostics, option development, engagement with staff and trade unions, impact assessment, and implementation planning.

3.15 The expectation is that each management team will take forward structured service reviews, using a common methodology and governance framework, as indicated in the target operating model report. These reviews will:

- Map current Team Leader structures, roles and activities and constraints;
- Test alignment with the agreed outcomes and operating model principles;
- Identify opportunities to simplify, standardise or consolidate functions; and
- Bring forward specific proposals for structural change, role redesign and new ways of working.

3.16 This approach is intended to ensure that changes across the Council are coherent and cumulative: reinforcing the overall model, releasing recurring savings from management and overheads, and improving the experience for residents, communities and partners. The implementation of the changes must be consistently applied across the Council to ensure the step-change required for operating differently.

Target areas for alignment

3.17   A core task for the new leadership cohort will be to identify where there is unnecessary complexity or duplication in structures and to target these areas for alignment. This review will not focus on reducing posts in isolation, but on reshaping service processes and planning to be more coherent, accessible and outcomes-focused through the integrated approach.

3.18   Specifically, managers will assess where there are opportunities to address:

Duplication of functions
- Similar or overlapping responsibilities being carried out in multiple teams (e.g. multiple advice or engagement roles serving the same communities or customer groups

- Parallel management and supervision structures in services that are delivering closely related activities.
.

Synergies in customer groups
- Teams working with the same people (for example, families with multiple needs, young people, or key employment sectors) but organised in different parts of the structure, creating fragmentation and multiple "front doors" leading to experience of 'wrong door' in citizen experience

- Opportunities to design around life stages, geographies or shared outcomes, rather than around historic service boundaries.

Service delivery model
- Activities that are currently managed separately but share similar delivery channels, such as digital and telephone information and advice, outreach, or community-based provision

- The scope to consolidate back-office and enabling functions (e.g. performance, commissioning, contract management) where these are currently dispersed

- While maintaining specialisms as required for successful service delivery, the updated operating model embodies a collective responsibility across the Council to work together to improved citizen experience in engaging services and strategically collaborating across services to driving forward outcome-improvement.

3.19   The outcome of this alignment work is expected to be a more rationalised and well-supported management cohort, with fewer, broader management roles and clearer spans of control. These roles will be designed to support whole-system, multidisciplinary working rather than narrow, service-specific oversight, cognisant of limited capacity across the Council as a whole. The priority will be to protect and, where possible, strengthen frontline capacity while reducing management overheads and duplication.

3.20   In the **transition state**, the assumption is that the Council will proceed with scaling existing alternative delivery arrangements, building out the 'wave 1' collaboration opportunities with Falkirk and other partners, delivering on the 2026/27 budget requirements.

3.21 In the **future state,** the assumption is that the retained organisation has reached the potential 'end point' whereby those services that can be delivered through alternative delivery arrangements have been implemented. However, in reality, the change process this TOM proposes has delivered an agile and responsive 'Match Fit' Council which is able to continue to adapt to the future operating environment and maximise future collaborative opportunities. In so doing, the Council continually reviews its management and operational skills and capacity needs, and is adjusting and investing accordingly. Exhibit 6 provides an illustrative future state reflecting a mixed economy of service delivery models.
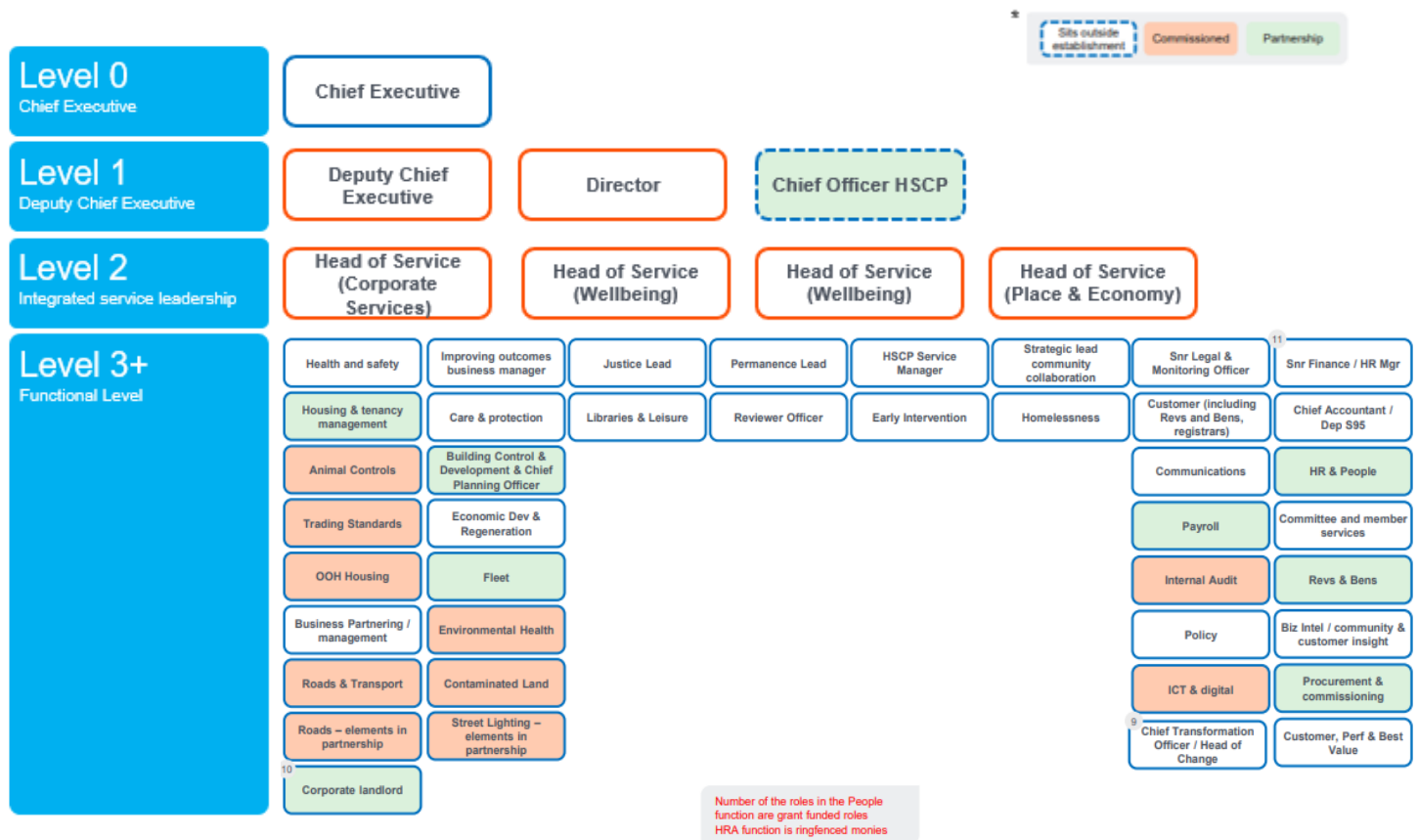

Exhibit 6: Illustrative Future State

Section 4: Delivering the Change

Foundations for success

4.1 The plan is for the new immediate state structure to be in place early in the 2026/27 Financial year, embed outcome accountabilities and sustainable savings by April 2028, and build an agile platform for prevention and regional collaboration over the longer term. The expected benefits are clearer accountability, faster decision-making, improved value for money and resilience, and reduced avoidable demand through prevention and early intervention

4.2 The table below sets out the foundations for success as the Council moves through the transition state into the future state of the operating model.

Outcomes driven	**A single, outcomes-led top team** • Senior leaders are jointly accountable for Local Outcome Improvement Plan (LOIP) outcomes, with clear outcome ownership for specific outcomes • There is a supporting outcomes/service matrix that sets out the contribution services make to different outcomes – and lines of accountability and performance management from the outcome owner rather than solely through the line management structure or by budget owners • Leaders operate system-wide and actively seek opportunities to maximise alternative ways of delivery – such as with the Transformation Fund, with other public sector partners, through local government collaboration – so Clackmannanshire resources go further and have a bigger impact
Leadership support	**Support for leaders to operate effectively** • There is clarity of objectives and the expected impact on outcomes that leaders are expected to have. This is realistic, prioritised and contextualised against a counterfactual • Data, insight and analysis means there is a clear line of sight from inputs, outputs to outcomes and which help adhere to Best Value • As a Council there is ongoing use of community platforms to engage communities at different levels in decision-making and standards for how this is done, including how it aligns across the Community Planning Partnership (CPP) and other • The Council has a "New Deal" with managers to balance high demands and expectations with the right support and incentives
Empowering culture	**Culture that empowers, partners, and learns** • Community empowerment is real (co-production, participatory mechanisms) and part of job descriptions/performance for leaders. • Leaders role-model challenge, appropriate risk appetite, and continuous improvement; staff see values in action and the results of their work.
Strengthened corporate core	**Strengthened corporate core to enable the model** • Data/insight, commissioning, finance, digital and performance functions are right-sized, simplified and act as "enablers" for outcomes (e.g., One Report/One Plan, One Fund; lean processes; automation).

	• A Commissioning Hub (incl. insight, procurement, policy, community intelligence) underpins a more mixed-economy delivery model
Outcome aligned organisation	**Outcome-aligned organisation design** • The Council will move to have fewer, broader, interoperable roles in job families to encourage a 'Council Officer' rather than service specific identify and behaviours • The Council will have distributive leadership that encourages all Council Officers to take an outcomes view, with the balance of responsibilities and specific roles clearly defined
Delivery model	**Systematic partnership and collaboration** • Leaders will be system stewards—managing Clackmannanshire's resources across shared arrangements (IJB, Transformation Vehicle, regional collaboration, third sector as well as direct delivery) • Leaders will follow a consistent approach to making decisions about delivery models and putting in place the assurance and controls regardless of how services are delivered.

In addition to the work to review and develop the new Corporate Performance Management Framework, work has also started to develop a new Workforce Strategy in support of the proposed change and further information on this is set out at Appendix A2.

Leadership changes – beyond structure

4.3 Leadership changes will not be sufficient on their own to make the new structure delivery the intended benefits. It will require a wider support and change to governance, working practice and the right leadership support to help these roles to be successful. This includes a 'New Deal' with leaders and officers across the organisation in terms of the expectations the Council has of them, the need to be more agile and to work in more fluid ways, to align around outcomes rather than services, and also for the Council to support them through the changes.

4.4 These changes will need to form part of the overall delivery project. The critical measures are set out below.

Critical support area	Description
Clarity of objectives	a) Decide on the key outcomes, cascade through to measures, reporting, governance b) Expected impact on the outcome, versus a counterfactual c) Realism – in some areas will be about 'safe delivery' others about stretching performance - but not an excuse not to reimagine/ transform d) Rationalisation – of where the vision, strategy and 'doing' and oversight all take place
Community platforms	a) Mechanisms / platforms to engage with the community – maintaining our value and principles of community engagement within a new paradigm for delivery b) Expectations and standards – for personal, locality and wider 'council wide' and beyond c) Alignment with approach with other public sector and regional partners

Critical support area	Description
Management support	a) Shared agenda on system wide approach – for some this will be a change in role b) New 'deal' with management and staff– greater expectations, empowerment within a frame, performance appraisal that links to incentives, progression and benefits c) Increasingly inter-operable / working with partners as a default setting
Organisation design	a) Broader and more interoperable, agile roles – less fixed to a specific activity b) Balance of professional oversight, functional leadership but subservient to the outcomes/objectives c) Flexibility – e.g. opportunity to join ' working teams / project groups' Mini Secondments on attracting/leveraging investment as well as financial strategy d) Shared focus on attracting/leveraging investment as well as financial strategy
Culture change	a) Reinforces the new 'deal' – expectations and standards b) Reinforcing the values – seeing the results of staff delivery c) Acceptance of the need to change – staff and representative groups d) Acknowledging the complexity – Clackmannanshire employees working across collaborative arrangements – but also that other public sector organisations are moving into this space
Stronger core	a) Stronger corporate services needs to support leaders having space to perform the new roles – e.g. less administration, more responsive, less time on reporting b) Balancing self-service with stronger central functions to carry out finance, data, other analytics and insight across the organisation c) Next iteration of the One Report – supporting a rationalised set of activities across all areas d) One Fund -Plans/budgets aligned to an outcomes focus

Delivery timeline

4.5   The overall timeline for delivery and the key milestone is summarised below. The expectation is that the critical activity includes:

a) Engagement with trade unions and representative groups as part of decision-making pre-budget and on an ongoing basis post-budget-setting

b) **Council Decision and Approval** by February, alongside budget decisions for the 2026/27 financial year

c) Finalise the **immediate state leadership design,** roles and grading by end March 2026

d) Develop **plans for partnering and collaboration**, commissioning and sourcing as part of the budget setting process, the Falkirk/Clackmannanshire programme of work, and other wider public sector reform

e) appointing to the tier Depute Chief Executive, Director and Heads of Service roles by end April 2026 in line with existing Council processes

f) undertaking wider management team role changes through the first year.

Section 5: Key Risks, Trade-offs and Mitigations

5.1 The future model is not without risk but represents a lower-risk option than maintaining the status quo. The current state does not have the stability of leadership, the consistency of approach to the public service reform agenda the Council is championing, nor the flexibility to adapt to the Council's aims of widening and building upon partnering arrangements. It also faces challenges of recruitment and retention in key roles and has proven less flexible and agile than intended in the 2018 restructure.

5.2 The future model does present new risks. These have been summarised below inclusive of the mitigations proposed. The risks have been distinguished between:

a) Delivery risks – the risk of implementing the new model successfully

b) Operating risks – the risks inherent to the future model and how it will run.

These are summarised in the tables at paragraph 5.3 and 5.4.

5.3 Delivery risks

The highest ranking delivery risks are summarised below:

Risk	Description	Potential Impact	Proposed Mitigation
Change treated as structural only	Risk that the TOM is implemented primarily as a structural change rather than a comprehensive redesign of how the Council operates and leads, focusing narrowly on hierarchy rather than culture, governance and ways of working.	Failure to realise intended transformation, failure to deliver recurring savings, inability to support delivery models and continued inconsistency in practice. Services remain siloed and focus on internal management rather than outcomes	• Ensure change is positioned as organisational transformation • Embed new governance and performance frameworks
Insufficient leadership capacity or clarity	Reduction in senior roles increases workload and pressure on remaining leaders and their ability to deliver on transformation, collaboration, BAU; unclear roles or accountabilities may slow decision-making.	Bottlenecks, reduced oversight during transition, and potential for inconsistent prioritisation of outcomes.	• Leadership role development to include the role, accountability and outcomes contribution • Establish governance arrangements and the calendar • Complementary work to introduce the 'business management' and commissioning hub support
Ambition for partnership working isn't matched by partners	The model assumes there is a viable option of partnering across a number of services, which may not materalise in practice	The decision-making framework will still be viable but only at driving alignment of services and outcomes and seeking alternative sourcing, it may result in sunk costs in exploring options that aren't taken forward	• Continued engagement in the Public Service Reform agenda and the Blueprint work • Ongoing work at a Forth Valley/ Falkirk level
Lack of support for alternative sourcing	The model assumes there will be political and management support for exploring new delivery models where this represents a more sustainable delivery option, this may not be present when individual service proposals are taken forward	The decision-making framework will still be viable but only at driving alignment of services and outcomes, it may result in sunk costs in exploring options that aren't taken forward	• Continued engagement at the political level • Clear parameters and framework for decision-making endorsed by leadership

Risk	Description	Potential Impact	Proposed Mitigation
Capacity and capability gaps during transition	Transition to new model will place strain on commissioning, data, digital, and corporate support teams while normal operations continue.	Delayed implementation and risks to the quality of the intended cycle of decision-making	- Clear and 'right-sized' transition plan and phasing - Build on existing work through collaboration and leverage funding from Scottish Government
Cultural resistance and limited staff engagement	Staff and managers may find it difficult to adapt to outcomes-based working, shared accountability and new expectations of collaboration.	Variable adoption of new ways of working, and risk of reverting to old behavior's. inconsistent adoption of the new accountability model could entrench existing silo behaviours.	- Build on the existing cultural and values work, but with greater reinforcement of new ways of working 'New deal' basis of staff engagement but also performance management
Weak change management or sequencing	The 24-month implementation programme requires disciplined delivery and sequencing. Insufficient programme management could lead to slippage.	Loss of momentum; cost overruns; confusion and disengagement among stakeholders.	- Build the 'right size' programme and change activity - Free capacity within core functional teams (e.g. HR) - Align with other change activity within a single change management oversight group.
Unclear governance during transition	Shift from service-based to outcome-based leadership may cause temporary confusion around who owns what decisions and performance responsibilities.	Decision paralysis; duplication of effort; blurred accountability for results.	Set up outcome boards and performance cadence; define lightweight RACI per outcome area; communicate governance changes widely and embed in planning processes.

Operational risks

5.4 The highest ranking operational risks are summarised below:

Risk	Description	Potential Impact	Proposed Mitigation
Leadership bottlenecks	A smaller top team and leaner structure could slow decision-making and put pressure on senior capacity, particularly in cross-cutting priorities.	Reduced speed and quality of decision-making; potential for inconsistent prioritisation or failure to manage critical risks.	Establish outcome boards and business manager roles; simplify governance calendar; delegate decision-making authority appropriately.
Reversion to siloed behaviour	Without ongoing reinforcement, leaders and teams may revert to service-first decisions and traditional departmental perspectives.	Fragmented delivery; duplication of effort; erosion of shared accountability for outcomes.	Use the Outcomes/Delivery Matrix to align decisions; reinforce shared prevention priorities; operate a single plan per outcome with joint leadership accountability.
Under-resourced corporate core	Commissioning, digital and insight functions may not scale to meet new analytical and assurance demands.	Weakened delivery assurance; poor data-driven decision-making; inability to meet new performance standards.	Protect and invest in corporate core early; phase commissioning rollout; prioritise automation and simplification of key processes.
Unclear matrix accountabilities	The introduction of outcome portfolios and distributed leadership could blur accountability lines between leaders and service managers.	Unclear ownership of results and performance; reduced agility; duplication of effort.	Develop lightweight RACI per outcome; establish delivery assurance cadence and regular performance reviews.
Weak professional cohesion	Outcome-based structure may reduce professional identity and technical support networks	Loss of professional standards or compliance failures in regulated areas.	Maintain clear professional leadership at Level 2; embed professional networks and a strengthened enabling core for assurance.
Tokenistic community engagement	Community empowerment ambitions could become procedural or symbolic if not genuinely embedded in decision-making.	Loss of credibility; disengagement from communities; missed opportunities for local insight and innovation.	Codify engagement standards; include co-production in service specifications; publish outcomes of engagement and feedback to communities.
Financial and partnership dependencies	Increased reliance on joint delivery with partners introduces dependency and shared risk exposure.	Reduced control; variability in partner performance; reputational risk.	Implement robust commissioning and partnership frameworks; include joint assurance and performance review mechanisms; define clear escalation routes.

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A Transformational Framework for Performance Management - Enabling the Target Operating Model

Strategic Context

Clackmannanshire Council's Target Operating Model (TOM) sets out a radical and ambitious redesign of how services will be delivered, placing outcome-focused leadership at the centre of organisational transformation. To achieve the future state, described in the TOM, the Council requires a modernised, strategic performance management system capable of strengthening planning, enhancing accountability, and embedding a culture of leadership, learning and high performance across all levels of the organisation. The approach described in this briefing outlines how performance management must evolve to support statutory duties, ensure best value, and demonstrate tangible progress against the short, medium, and long-term priorities established in *Be the Future*.

The future state described in the TOM requires a different approach to traditional performance management – a framework or architecture which is flexible, adaptable and can be scaled up depending on the service delivery model that the Council has in place (including how collaborative, commissioned and partnership service delivery models are managed). The framework must also enable agility to meet the current and changing duties and legislation on performance and best value; be sufficiently agile to enable a shift in service and priority focus; and enable the accountability and measurement on the effectiveness of each TOM delivery model, all whilst being publicly accountable.

Alignment of the TOM and strategic performance management framework and architecture will benefit the Council enabling:

- A transition from traditional service-level reporting towards a holistic, system-wide, and outcomes-driven leadership model that better reflects the complexity of modern public service delivery.
- Clear demonstration of best value through transparent, comparable performance evidence that is aligned to strategic outcomes, financial sustainability requirements, and statutory obligations.
- Development of flexible and adaptive performance systems capable of responding to new delivery models, organisational reform, and emerging national expectations.
- A modern, responsive approach to performance management and reporting, embedding and enhancing 'one plan-one report' approaches that leverages digital tools, automation, and insight to improve timeliness, accuracy, and accessibility.
- Strengthened leadership accountability supported by simplified structures that reduce siloed working, duplication of effort and inconsistent reporting practices.
- Enhanced use of data and evidence to inform service design, operational delivery, and resource prioritisation, ensuring decisions are robust, equitable and outcome-focused.
- Improved public trust and engagement through more transparent, meaningful, and accessible performance information.

A Modernised and Optimised Performance Approach

The scale of transformation underway requires a performance approach that can mature through the TOM design and implementation phases, whilst continuing to demonstrate best value, financial sustainability, and compliance with statutory requirements. Optimisation and enhancement of existing and developing performance approaches will enable the organisation to adapt quickly as national policy, local priorities, and service delivery models evolve. Digital tools, insight, and automation will play an essential role in enabling the maturity and optimisation of performance systems.

The performance management framework builds on three major components of the Council's existing improvement architecture: best value, performance management best practice, and benefits realisation:

A strengthened Best Value ecosystem will support continuous improvement through streamlined self-assessment, consolidated improvement planning, better engagement, and more transparent reporting.
Performance management will be aligned fully with statutory duties, the National Performance Framework, and the SPI Direction (2024), connecting the Council's strategic direction with a clear golden thread through policies, strategies, and plans and embedding integrated and our 'one-plan' approach.
Benefits realisation will be embedded as a core element of the framework, ensuring that the intended outcomes of *Be the Future* and wider transformation activity are consistently achieved, monitored, and sustained

Together, these elements will ensure that transformation remains measurable, scalable, and responsive to the needs of the organisation and the communities it serves.

Core Features of the Strategic Performance Architecture

The core features of a strategic performance architecture which is aligned with the TOM are summarised as:

Outcomes-Led Performance System

A clear, coherent, and consistent golden thread will align national outcomes, the LOIP outcomes, delivery plans and enabling strategies and plans. This will embed a shared language for performance, supported by robust leadership and accountability, increased ownership across the Council for delivery and improved public transparency. Performance indicators will be structured across three tiers—outcomes, services, and enablers—providing a holistic view of wellbeing, statutory compliance, service quality, workforce capacity, financial health, and customer insight. A strengthened golden thread of accountability will ensure clarity of ownership through designated outcome and service leads.

Integration of Performance, Risk and Benefits

Outcomes mapping and integrated plans (one plan-one report), service standards, risk, transformation benefits, and financial performance will be brought together in a single integrated and standardised system. This will support evidence-based planning, provide clear escalation routes, and enable consistent formal assurance for all forms of delivery. Elected members and the public will benefit from transparent, consolidated oversight, streamlined reporting optimising visual dashboards and maximising digital analysis and reporting tools.
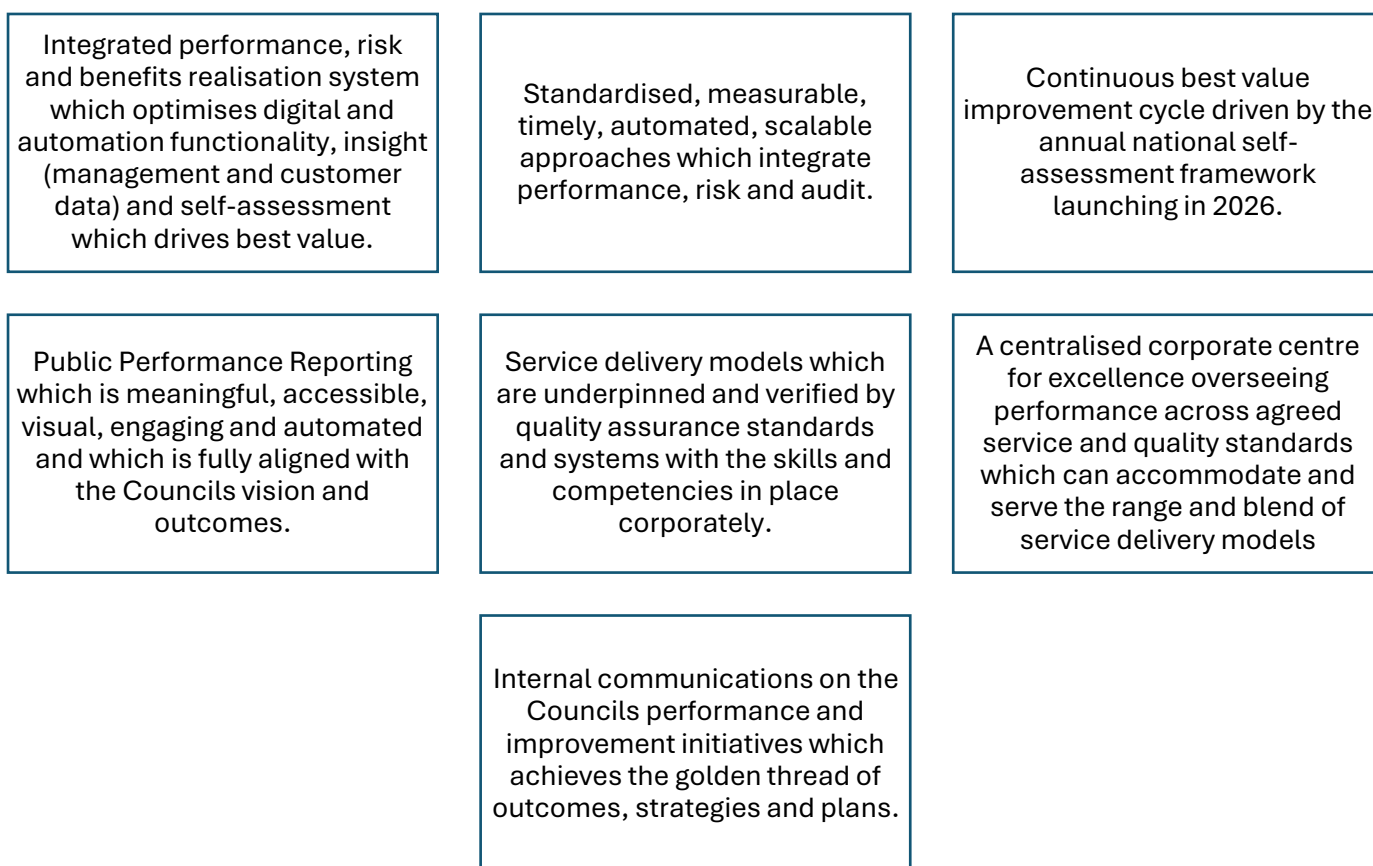
Strengthening Corporate Leadership and the Corporate Centre

A central performance centre of excellence will provide analytical capability, insight, commissioning and contract performance support, and alignment with financial planning. This strengthens corporate stewardship and provides a unified view of performance across the Council. Elected members, customers and stakeholders will benefit from standardised ways of working; better integration and consolidation of strategic planning approaches; more effective use of engagement systems and public performance reporting opportunities and improved integration of management data (customer, workforce, financial, benefits realisation) to drive service delivery improvements. The framework will accommodate Clackmannanshire's mixed delivery landscape by providing consistent oversight across in-house services, commissioned and jointly commissioned arrangements, regional or shared services, and community-led delivery models.

Driving a Culture of Continuous Improvement

Through annual self-assessment, benchmarking, audit activity, management information, and stakeholder insight, the Council will adopt an iterative improvement cycle that informs strategic priorities and resource allocation. This will embed a culture of evidence-driven decision-making and greater responsiveness to community needs and data. Public transparency will be enhanced through refreshed performance reporting, including an Annual Performance Report, accessible open-data dashboards, locality reporting, and clearer alignment between performance, financial sustainability, and transformation delivery.

The features of a performance management future state architecture which is fully aligned with the TOM is summarised below:

Integrated performance, risk and benefits realisation system which optimises digital and automation functionality, insight (management and customer data) and self-assessment which drives best value.	Standardised, measurable, timely, automated, scalable approaches which integrate performance, risk and audit.	Continuous best value improvement cycle driven by the annual national self-assessment framework launching in 2026.
Public Performance Reporting which is meaningful, accessible, visual, engaging and automated and which is fully aligned with the Councils vision and outcomes.	Service delivery models which are underpinned and verified by quality assurance standards and systems with the skills and competencies in place corporately.	A centralised corporate centre for excellence overseeing performance across agreed service and quality standards which can accommodate and serve the range and blend of service delivery models
	Internal communications on the Councils performance and improvement initiatives which achieves the golden thread of outcomes, strategies and plans.	

Developing our Workforce – new skills for a new model

The Strategic Context

The Council's *Be the Future* programme establishes the case for developing the way services are delivered in Clackmannanshire. Centred on a vision of being a valued, responsive, creative organisation, through collaboration inclusive growth and innovation, it requires a workforce who can embody and demonstrate these qualities in their everyday work.

The Target Operating Model (TOM) reflects this vision and establishes the case for a radically different workforce – one which will ensure that services can be delivered in a sustainable, innovative manner focussing on improved outcomes for our communities.

Moving forward, a new Strategic Workforce Plan will be created which, through data and qualitative information from our workforce, and driven by the TOM principles, will identify the specific actions and programmes of work required to enable this significant workforce and cultural change.

Our Strategic Workforce Plan will be developed through the following lenses:

- Our Leadership
- Our Culture
- Our People

Our Leadership

The Council's TOM focuses on a model of design centred around improved outcomes for our communities, where there is a shared purpose and drive across all our services, and our leaders. This is underpinned by three 'top-down' lens' which will be explored in detail through the Strategic Workforce Plan, and which will be brought to life through new, and renewed approaches to leadership development:

Ouctomes Leadership	Systems Leadership	Cascading Leadership
• Anchors leaders around measurable results • Keeps leaders orientated to create value and impact • Establishes a shared purpose and drive for all leaders	• Focuses on the whole system • Helps leaders understand why outcomes ocur, not what has occured previously • Seeks to include partners, 3rd sector, and communities	• Ensures intent, priorities and decisions flow clearly through the Council • Translates our strategy into action at scale • Acts as the 'golden thread'

Our Culture

Moving forward, the TOM will require a significant cultural shift in how our leaders, and our wider workforce undertake and understand their roles within the Council. Through our new Strategic Workforce Plan we will identify the actions required to make this shift with a focus on:

- A model where risk is tolerated, managed and mitigated, as a means to achieving our priorities;
- Working across traditional boundaries to emphasise meaningful collaboration;
- Supporting leaders to innovate and experiment; and
- Ensuring our leadership can model and cascade new ways of working with our teams.

Above all else, we recognise that the TOM will be an evolving programme, and that through our Strategic Workforce Plan we should treat the change in our culture, and the OD (organisational development) implications this brings, as a multi-year journey of maturity, rather than something which can be considered as a one-off event.

Our People

Our people have always been and will continue to be the most important asset for the Council, and are crucial to realising the benefits of the TOM. As such, our Strategic Workforce Plan will have a major focus on the skills, competencies, and behaviours required both during the transition which the TOM outlines, and moving beyond this.

Staff Skills & the 'New Deal'

At it's core, the TOM will demand a shift from 'doing' to 'enabling outcomes'. This will include shifting staff skills from delivering services, managing activity, and operating within silos, to working across systems, being adaptive, and creating the conditions to achieve our outcomes.

For many, this will be a step change in how roles are undertaken, and so it is important that through the Strategic Workforce Plan we define and develop a 'new deal' to manage, and co-create this change with our employees.

In practice, this will mean being clear what is expected from our workforce under the TOM (establishing clarity and consistency across all areas), and in return providing certainty about what we will offer in return (for example through structured development, more autonomy in decision making, and governance processes aligned to the culture we are promoting).

Ultimately, this 'new deal' means resetting the expectations we place on our staff, and providing aligned support which ensures that moving forward they are equipped, empowered, and can lead their teams effectively to provide sustainable services to our communities.

Governance

We also recognise that our governance must also develop to allow us to achieve our priorities, and so it will be critical within the Strategic Workforce Plan that we create a clear link from our people focussed outcomes and the skills required, to the performance management, scrutiny, and assurance mechanisms under which the TOM will operate.

Crucial to this will be establishing a clear link from our Strategic Workforce Plan to the ongoing work with the Council's Best Value, and Annual Governance Statement processes, and the roles our staff take in enabling these pieces of work (such as with the SLF and TLF groups).

Workforce Analytics

Moving forward, and to support this shift in our workforce, we will require greater insight into our workforce, the trends which are impacting them, and the future gaps we require to fill.

As such within our Strategic Workforce Plan, we will outline a programme of work to build this data insight, learning on the successes of our digital transformation programme to date, and leveraging tools such as PowerBI to build a comprehensive suite of workforce planning dashboards for managers.

Wellbeing

Lastly, we recognise that the pace and scale of change which is demanded from the TOM creates risks and challenges in ensuring that staff understand their roles within the organisation, and are supported at every turn through the change process.

As such, our Strategic Workforce Plan will outline what measures we will rely upon, or invest in to ensure the ongoing wellbeing of our staff.

Conclusion

On approval of the TOM, work will begin on the development of a full Strategic Workforce Plan for the period 2026-2030. This will be a collaborative process involving staff, recognised Trade Unions, and other partners, so as to ensure what we define is relevant, timely, and reflective of the Council's aspiration to provide sustainable services to our communities.

In doing so, we aim to place our staff at the centre of the TOM, and ensure that we make the right investments, at the right time, and in the right place to bring our staff with us on this journey of change.