

10am, Thursday, 11 December 2014

Organise to deliver: Next steps

Item number	8.1
Report number	
Executive/routine	
Wards	All

Executive summary

The Council considered a report by the Chief Executive on 23 October 2014, outlining the drivers and principles for change in relation to the Council's delivery model. The principles for change will form part of the Council's response to the continuing increase in demand for services at the very time the Council is becoming more resource constrained. The report of 23 October 2014 also outlined the Council's commitment to transformational change through the BOLD initiative, the elements of which will underpin the Council's new delivery model. The proposed delivery model creates a fundamental change from the current delivery model by empowering front line staff in the localities to ensure devolved decision making and improved outcomes for citizens and provide new opportunities for enhanced partnership working across the City. In addition the model will deliver significant efficiencies to drive out savings to address the financial challenges the Council faces.

Links

Coalition pledges	P30
Council outcomes	CO25
Single Outcome Agreement	SO1
	SO2
	SO3
	SO4

Organise to deliver: Next steps

Recommendations

The Council is recommended to:

- 1.1.1 agree the rationale and the key principles for the Council's proposed revised delivery model;
- 1.1.2 agree the case for delivery of front line services through the proposed locality model;
- 1.1.3 agree the case for change to a proposed Business and Customer Services model that will drive efficiency, create a strong spine for the organisation and drive service delivery;
- 1.1.4 agree the alignment of the proposed delivery model with the BOLD portfolio of change;
- 1.1.5 agree the proposed delivery model illustrated in appendix 1b;
- 1.1.6 agree the proposed directorate portfolios, illustrated in (Appendix 1b) and the proposed process for appointments to the Chief Officer posts in the proposed revised arrangements;
- 1.1.7 agree that consultation will begin with employees, Trades Unions and relevant partners on the proposed new structure;
- 1.1.8 agree that the consultation with employees and Trades Unions on the proposed new structure, will include discussions on an enhanced voluntary redundancy scheme;
- 1.1.9 note that the business cases for the BOLD transformation projects will be reported to Finance and Resources Committee on 15 January 2015;
- 1.1.10 note that all of these proposals are subject to Trades Unions and employee consultation which may point to the need for refining and reconsidering some of the proposals set out. Council will have the opportunity to approve the final position on these matters following such consultation; and
- 1.1.11 agree that there will be a further report to Policy and Strategy Committee in quarter one 2015 on the next stage of implementation of the proposals.

Background

- 2.1 The Chief Executive reported to Council on 23 October 2014, outlining the proposed principles and drivers for change in relation to the Council's delivery model. The proposed new model will ensure the Council is proactive in relation to the increasing demand and resource constrained environment in which the

organisation operates, whilst ensuring that the customer is at the heart of organisational delivery.

- 2.2 In addition to the increased demand and resource constraints, the Council must also be in a position to respond to legislative change, for example, the integration of health and social care adult services and other partnership working within the community planning context. The proposed delivery model recognises that the City of Edinburgh Council serves a large, diverse and growing city and economy. The Council must be able to fulfil its role as a direct provider of services, a commissioner of services, a partner in service design and delivery, a leadership authority and a capital city. The proposed model also recognises that efficiency can be assisted through streamlining delivery and sharpening focus. The Directorate portfolios should be logical and manageable, and will relate to existing political decision making arrangements.
- 2.3 In arriving at the most appropriate model to support the aspirations of the Council, a number of options have been assessed. Three proposed models have emerged and have been subject to a SWOT analysis.
- 2.4 The proposals are summarised in the following appendices:
 - Appendices 1a, 1b, 1c: Directorate portfolios and models
 - Appendix 2: Locality maps
 - Appendix 3: SWOT analysis; and
 - Appendix 4: Delivery model infographic

Main report

- 3.1 The decision of Council on 23 October 2014 in relation to the Chief Executive's report, Organise to deliver: the principles for change, was that Council:
 - 3.1.1 notes the principles and drivers for change at national and local level, including the implementation of the health and social care legislation, which requires full integration of adult services
 - 3.1.2 notes the key principles that underpin the new proposed delivery model; and
 - 3.1.3 agrees to a further report to the next meeting of the Council in November 2014, which will outline the phased implementation and overall approach in more detail, with indicative timescales and arrangements for consultation with elected members, officers and trades unions.
- 3.2 This report responds to the decision outlined in paragraph 3.1.3 and provides the rationale for the proposed new delivery model for the organisation and the Chief Officer posts contained therein.

Delivery Model Principles and Rationale

- 3.3 The principles and rationale for the proposed new delivery model were articulated in the report to Council on 23 October 2014. The proposed approach is outcome based, cuts across traditional service silos and is focused on citizens to ensure the design and delivery of services align with the priorities that will make a real difference to those who live, work, study and invest in Edinburgh. The proposed model will build on the local neighbourhood areas within a governance structure that relates through four larger localities. These will for the first time be co-terminus with the locality model proposed for health and social care services.
- 3.4 The proposed model develops a sharper focus on local service delivery and local management decision making. This involves the integration of operational functions to a cross cutting model of four city localities, each having responsibility to manage and deliver services for their area. Locality management teams will be responsible for the delivery of specific outcomes within each locality, set within Council policy and directed by the Council's executive group. A clear reporting and accountability governance framework will ensure that services delivered locally adhere to policy set centrally by elected members.
- 3.5 Development of the proposed delivery model aligns with the Council's agreed BOLD transformational change framework, across the following key themes:
- (a) Neighbourhoods
 - (b) Channel shift
 - (c) People and Culture
 - (d) Property
 - (e) Partnership

The business cases for each element of the transformation programme will align in terms of timescales and savings with the implementation plan for the Council's revised delivery model. Consultation plans will be included in the proposals, including consultation with employees and trades unions. As part of the consultation process, discussions will take place with regards to an enhanced voluntary redundancy scheme. The business cases will be reported to Finance and Resources Committee on 15 January 2015 and will provide further information on staffing implications. It is proposed that the traditional business service functions will be reshaped through a new Business and Customer Services model, designed to remove duplication and fragmentation; to provide

focus on quality, consistency, and efficiency; and to assist front line services in delivery of customer outcomes.

Local Delivery

- 3.6 The Council's vision is for a public service delivered to people in localities and through strategic themes, which will enhance economic vitality, build excellent places and improve quality of life for citizens and service users.
- 3.7 The Council's current delivery model is a mix of centrally and locally managed services. The balance between central and local management varies between service areas, which also operate within different geographical boundaries. For both citizens and our staff, this can result in complexity, duplication, bureaucracy, and a frustrating customer experience.
- 3.8 The proposed new model will build consistency by delivering all front line Council services through four localities. These are the same geographical areas as the localities being adopted under health and social care integration. This will ensure a simpler model for citizens and deliver greater integration across both Council and partner agency services.
- 3.9 Commensurate with Community Planning, the proposed shift to the locality model will support an outcome delivery model, in which joined up front line services, designed around customer need, rather than organisational custom and practice, are managed and delivered locally, unless there is a compelling reason not to do so. Delivering services on a locality basis is shown to:
 - (a) improve outcomes for our service users
 - (b) increase customer satisfaction
 - (c) enhance employee engagement and satisfaction
 - (d) strengthen joint working across statutory and voluntary services
 - (e) assist in early intervention
 - (f) reduce layers of bureaucracy and management costs; and
 - (g) prioritise resources on support to citizens, rather than on processes.
- 3.10 Through the outcomes of the Edinburgh People's Survey and the Council's Tenants' Survey, it is demonstrated that where the Council provides services based on the geography of a neighbourhood or locality, there are higher levels of customer satisfaction. When Services for Communities moved to an area based structure in 2006/7, improved customer satisfaction was evidenced across all services, with continued improvement in subsequent years, without the need for additional investment.
- 3.11 The reasons for this improvement can be attributed in part to the role of the Neighbourhood Manager being responsible for a range of services and being accountable for the standard of service and performance to senior managers, to local councillors and local communities.

- 3.12 Through the governance structure of Neighbourhood Partnerships and their informal sub structure of locally determined, themed working groups, we can evidence that citizens can influence how the Council delivers services and the shape of local priorities through local community plans. Neighbourhood Environmental Projects (NEPS) are one way that funding can be allocated to projects by community representatives. Community small grants processes, such as Leith Decides further enhance this.
- 3.13 Improved employee engagement can also be evidenced. In the Council's annual staff survey, neighbourhood based staff express higher levels of satisfaction, than those providing centralised services, with visibility of and confidence in their manager, clarity on their contribution to Council objectives, and satisfaction with their workplace. This remains the case for staff located in and delivering services to some of the most outlying or deprived estates in the city.
- 3.14 Co-located teams are more likely to work collaboratively and innovatively to solve problems. Having ownership of services within a neighbourhood is a significant motivator for staff who can see the immediate impact of interventions.
- 3.15 Through the work undertaken by the BOLD team in the Neighbourhood offices, locally based staff were asked to identify the barriers they have to overcome in delivering outcomes successfully. The following issues were articulated:
- (a) citizens' issues are complex, staff at a local level can only deal with a small part of the issue and have to refer on continually;
 - (b) citizens often leave locality offices with staff knowing the customer will re-present as the immediate issue may have been dealt with, but not the underlying causes; staff have not been able to deal with the issues end to end due to lack of empowerment;
 - (c) front line staff spend a lot of time referring on, or trying to get services and resources from other services, which creates inefficiency in cost terms and does not deliver the required outcome;
 - (d) localities often do not have authority to provide services that could mean earlier interventions and that could make a real and immediate difference; and
 - (e) assessments are undertaken by local staff; these are then referred to the centre and repeated, or reviewed, or staff are told a remotely set threshold of need is not met, which blocks early intervention and prevention and can cause a problem to deteriorate.
- 3.16 Feedback from the Edinburgh residents and partners suggests the current organisation is hard to navigate and that they often feel passed around when trying to access a service.

- 3.17 The proposed locality model seeks to group services together under the same line of management where they have similar or complementary outcomes, for example, housing support; family support; youth and community justice. Managing these services together will allow a problem solving focus in the pooling, rather than guarding of resources, and this will lead to earlier, more effective interventions and reduced failure demand. Managing services in this manner will allow a focus on what can be the most complex and expensive face to face interactions where that focus is most needed and can be most effective. To achieve this, we need to build confidence that routine transactions will be dealt with effectively through channel shift to other access channels, such as the contact centre or online.
- 3.18 The proposed local delivery model also means that the Council can work more effectively beyond its own organisational boundaries. Working with statutory and third sector partners could deliver more integrated service provision and greater financial benefits, as well as supporting Scotland's wider public sector reform agenda, articulated in the Christie Report, and including health and social care integration and the Edinburgh Partnership, which have reached in principle agreement on a four locality model in the city.
- 3.19 The work that has been undertaken by the BOLD team on the proposed locality model has been designed in such a way to:
- (a) bring together functions previously managed separately, but often dealing with the same customer groups
 - (b) bring into the locality teams services previously managed centrally
 - (c) simplify and design more efficient and customer focused processes
 - (d) reduce the need to negotiate between Council services for resources
 - (e) reduce the need to refer decisions to the corporate centre and empowering local decision making
 - (f) reduce the extent and cost of failure demand
 - (g) reduce management costs, with the potential for more reductions informed by further engagement with staff and stakeholders; and
 - (h) include health and social care services, which will be organised and delivered in the four localities, subject to further detailed consideration in the context of legislated integration.
- 3.20 The proposed locality model will introduce simpler, more efficient and customer focused processes, delivering better outcomes and enabling the Council to provide those services people value most and which have the greatest impact on the lives of residents and visitors to the city. Work is underway to assess the effectiveness and value for money of current assessment and service allocation processes in Services for Communities and Children and Families, to streamline processes and provide additional capacity for early intervention through reduced response times.

- 3.21 Research into the UK Government's Whole Place Community Budgeting Pilots by Ernst and Young indicates potential savings of 4-8% per annum (across participating agencies) by adopting a localised, integrated and personalised approach to addressing complex needs. Further work is ongoing to establish robust estimates of savings which could be achieved by reducing failure demand, but it should be noted that the 2014 report "Saving Money by Doing the Right Thing", published by Locality and Vanguard Consulting speculated that the public sector in England could save £16 billion per annum by adopting this approach.
- 3.22 The Council's commitment to delivering a comprehensive programme of transformational change to include continuous improvement in performance and productivity and increased citizen satisfaction and engagement will be supported more effectively by the development and implementation of the proposed revised delivery model. This model is unambiguously outcome focused and embedded where possible in local delivery. The aim is that this will be more flexible than at present, will deliver best value and will be sustained with the constrained resource base.
- 3.23 The proposed revised model will ensure that elected member led policy and strategy are prioritised in the city's localities and neighbourhoods, reflecting local need. This will be delivered through a well articulated strategic direction, with clear roles, responsibilities and accountabilities across the organisation. It will be outcome based, cutting across traditional service silos and focused on citizens to ensure the design and delivery of services aligns with the priorities that will make a real difference to those who live and work in Edinburgh. It will enable further collaborative working with other agencies, key strategic and local partners and service users.
- 3.24 A research paper published by the Improvement Service in 2011, which informed the establishment of the Total Craigroyston project and Total Neighbourhood project in East Edinburgh, reinforced the significant variation in outcomes across data zones in Scotland and recommended that localised, integrated outcome, rather than "service" delivery should be focused in areas with high levels of negative outcomes.

4 Business and Customer Services

- 4.1 Alongside the locality model, the BOLD project on Business and Customer Services proposes a strong corporate centre of enabling services. This will support clear strategic direction, corporate standards and policy objectives, in consultation with local teams. It will also provide robust professional services, assurance and standards across the organisation and help drive delivery through the localities.
- 4.2 Professional services and business support functions will be remodelled to provide strong Business and Customer Services across the organisation. The objective of restructuring this area is to improve the effectiveness and efficiency

of these functions, creating a strong business support function to support front line delivery and to ensure the integrity of the organisation.

- 4.3 The proposed new delivery model will result in a reshaped organisation, focusing on changing the current business model of five directorates and redesign based on the principles of centrally determined, locally delivered services and outcomes, ensuring that duplication is eradicated as much as possible across the organisation.
- 4.4 The proposed Business and Customer Services function will support frontline services to deliver improvements in quality of service and reduce operating costs through:
- (a) common standards to help meet residents' expectations
 - (b) establishing common processes and systems, which will reduce the cost of supporting front line service delivery
 - (c) consistent and efficiently produced management information across the business enabling faster and better decision making in the front line
 - (d) offering clearer opportunities to staff by creating scope for career path development in services that are needed
 - (e) provide a framework for packaging Business and Customer Services for offer to partners or for delivery through alternative delivery models
 - (f) sharing of management expertise
 - (g) improvements in financial control and transparency
 - (h) enhance controls over expenditure in relation to commercial practice and ICT and; drive out unauthorised practice
 - (i) leverage better prices from the market through enhanced commercial acumen and practice.
- 4.5 The proposed delivery model will remove duplication of activity, which currently exists in relation to functions such as Performance, ICT, Learning and Development/HR and Commercial. This wastes resource and leads to conflicting management information, spending and inconsistent standards across the organisation.
- 4.6 The proposed delivery model will remove the fragmentation of some functions in conducting financial assessments and managing debt. This will help us to reduce processing costs and improve consistency and efficiency.
- 4.7 There is currently significant inconsistency across roles and grades for staff undertaking similar roles across the organisation with some two thousand different job descriptions across the Council. This is significantly in excess of what a well functioning and streamlined organisation should hold and is the product of silo behaviour, which has evolved over time within current directorates.

Alignment with BOLD

- 4.8 The BOLD portfolio has been established as the Council's overarching approach to change. The Neighbourhoods and Business and Customer Services projects are fundamental parts of the change portfolio and can deliver transformation and culture change across the organisation from the current model to the proposed locality delivery model. The proposed model will provide the anchor points for the transformational change, which will be delivered through the BOLD projects.
- 4.9 In addition, the Partnership and Channel Shift projects within BOLD will have key influences with the proposed locality model as we build on our links with the third sector, identifying areas for co-production, partnership working and the commissioning of services from the third sector.
- 4.10 As we adopt new channels of approach for service delivery, we will look to optimise the use of online and mobile transactions in order to make savings, which will safeguard face to face interventions for those who need this the most. The Channel Shift project will change the way front line services are delivered and therefore impact on the staffing mix within the organisation.
- 4.11 The implementation plan and delivery of the BOLD projects will be reported to the Finance and Resources Committee on 15 January 2015. The timescales for delivery of the BOLD projects will align with the implementation of the revised delivery model as we realise the benefits and embed transformational change in order to develop a sustainable business model over the period to 2017/18.

Fit for purpose delivery model

- 4.12 In arriving at the most appropriate model to support the aspirations of the Council, a number of options have been assessed. Three proposed models have emerged and have been subject to a SWOT analysis, which is contained in Appendix 3a and Appendix 3b of this report.
- 4.13 In assessing the models, a number of key considerations were taken into account, which included ensuring that the delivery model was resilient in dealing with high risk issues, such as child protection and the management of risk. It is proposed that each Head of Locality will be responsible for these services on a city wide basis in order to maintain standards.
- 4.14 In recognition of Edinburgh as a leading international hub of creative and cultural accomplishments and host to the world's greatest celebrations of the arts and Edinburgh's festivals as a national resource for Scotland, performing a symbolic role for the nation in representing its energy, ideas and innovation, consideration has been given in Appendix 1c to a Head of Culture reporting directly to the Chief Executive.
- 4.15 It is critical that as part of a locality model, consistent standards are maintained across the city. It may be the case that there are variations in the priorities in

different parts of the city, however, quality standards must be maintained city wide.

4.16 The proposed delivery model is outward looking and outcome focused; it is concerned with delivering activity that supports long-term beneficial impacts and goes beyond seeing the Council and its structure as an end in itself. The proposed delivery model:

- (a) is built from a clearly articulated statement of the Council's vision and purpose, with visible connectivity to the delivery of services
- (b) promotes, enables and encourages efficient, effective service delivery
- (c) creates an environment where the key focus is on the delivery of outcomes
- (d) is a platform for enabled and empowered, distributed leadership going beyond the team structure and builds on co-production with key strategic partners, communities and service users; and
- (e) assists the Council to achieve performance improvement and increased productivity with diminishing resources.

4.17 The proposed model has also been assessed against a number of additional key tests and will:

- (a) have a focus on customer service / outcomes
- (b) be able demonstrate clear alignment to Council commitments
- (c) be leaner and deliver substantial savings
- (d) operate a delivery model, which drives continuous cost savings over time; and
- (e) be designed to drive corporate behaviours and discourage silo working.

4.18 Taking into account the SWOT analysis, scenario planning, risk management and test criteria, model 1 detailed in Appendix 1b is the preferred proposed delivery option for the Council.

Appointment Process

4.19 The Council's current appointment process for Chief Officials is detailed in the "Recruitment and Selection Procedure for the Appointment of Posts of Chief Executive, Head of Department and Head of Service" as approved by Council in February 2003 and updated in March 2010.

4.20 As part of the proposed realignment, when Chief Officer positions change and a matching process is not appropriate, it is recommended that a single external search consultancy is engaged to support a transparent appointment process involving the Chief Executive, the Head of People and Organisation and Elected Members as laid out in the policy.

4.21 It is anticipated that once the Chief Operating Officer and Directorate roles have been filled, one of the individuals may be designated Deputy Chief Executive.

Issues for next phase

4.22 Regular update reports on implementation of the proposed organisational change will be brought to Council, with the first progress update envisaged for quarter one of 2015. In addition, progress on the implementation of the BOLD project will be reported to Finance and Resources Committee on a quarterly basis.

Measures of success

5.1 Relevant measures include:

5.1.1 development and operation of an affordable and sustainable business model that is aligned to the Council's priority outcomes and facilitates consistent financial savings to be delivered

5.1.2 demonstrable improved outcomes for people and/or improved satisfaction rate.

Financial impact

6.1 The alignment with the transformational workstreams identified through BOLD is to allow the Council to deliver better outcomes at a reduced cost and to ensure the Council operates a sustainable budget and business model going forward. The revision of the delivery model is partly in response to the financial constraints facing the Council.

Risk, policy, compliance and governance impact

7.1 This report is primarily for elected members' information and to develop discussion around the direction of travel. Any potential impact in relation to risk and governance will be addressed in the implementation phase and reported to members.

Equalities impact

8.1 The recommendations described within this report are relevant to the Equality Act 2010 public sector equality duty. As such, all BOLD projects have been subject to equalities impact assessment. In summary, these assessments indicate that opportunities to tackle discrimination and harassment, advance

equality of opportunity and foster good relations are greatly enhanced through enhanced locality working.

Sustainability impact

- 9.1 The recommendations of this report has been assessed in line with the public bodies duties described within the Climate Change Scotland Act (2009). In summary, a move to enhanced locality working will provide for new opportunities to strengthen the Councils work to mitigate against climate change, adapt to climate change and act in a more sustainable manner.

Consultation and engagement

- 10.1 Subject to approval of the recommendations contained in this report, there will be a programme of consultation with trade unions and employees as future phases of the proposed delivery model are developed and implemented.

Background reading/external references

[Organise to Deliver - The Principles for Change](#)

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Links

Coalition pledges	P30 - Continue to maintain a sound financial position including long term financial position
Council outcomes	CO25 – The Council has efficient and effective services that deliver on agreed objectives
Single Outcome Agreement	SO1 – Edinburgh’s Economy Delivers increased investment jobs and opportunities for all SO2 – Edinburgh’s citizens experience improved health and wellbeing, with reduced inequalities in health

Appendices

SO3 – Edinburgh’s children and young people enjoy their childhood and fulfil their potential

SO4 – Edinburgh’s communities are safer and have improved physical and social fabric

Appendix 1a – Locality max model

Appendix 1b – Locality model with Director of Places and Director of Communities and Families

Appendix 1c – Locality model with Director of Places and Director of Communities and Families and Head of Culture

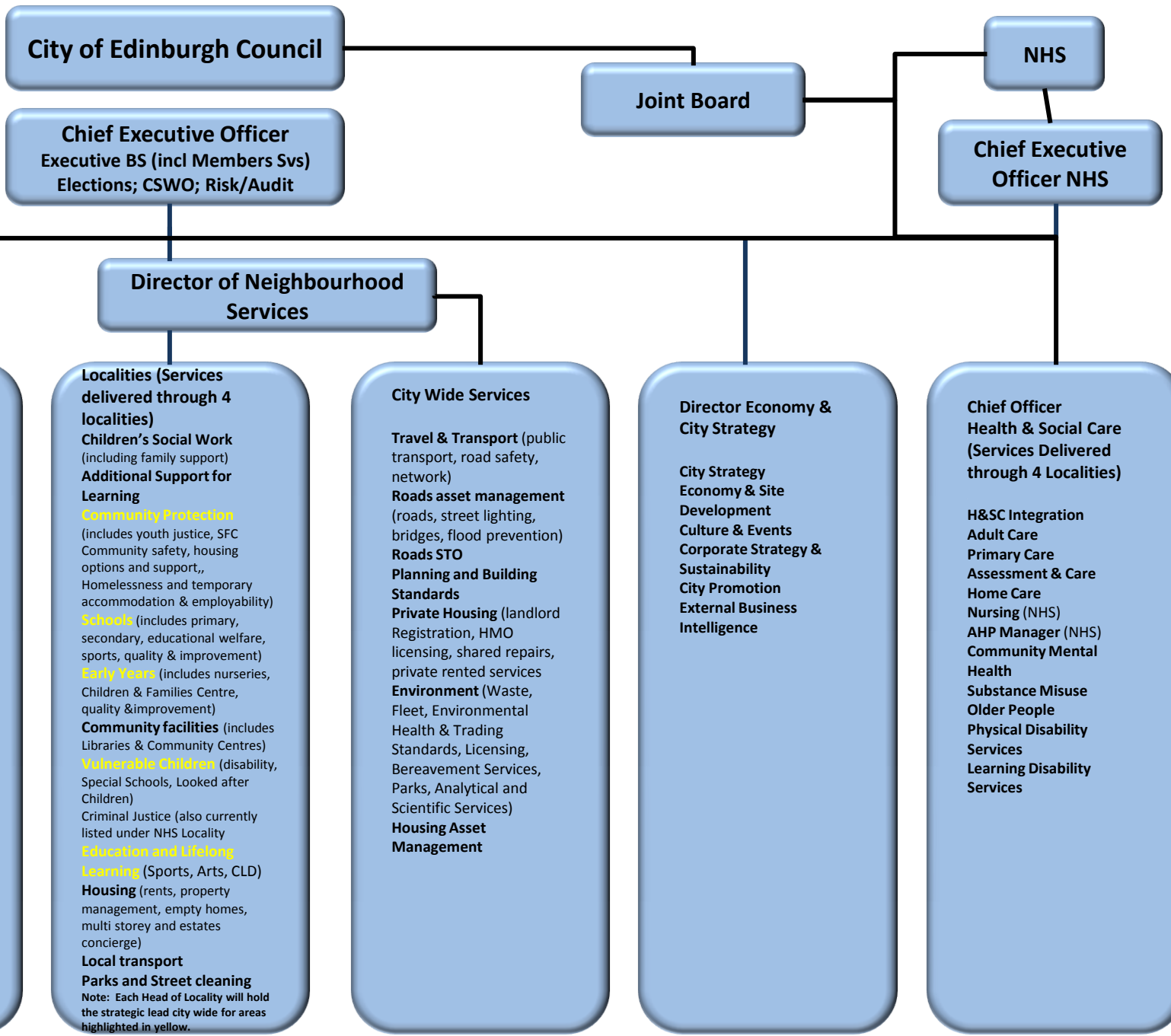
Appendix 2 – Locality Map

Appendix 3a – SWOT analysis Locality models

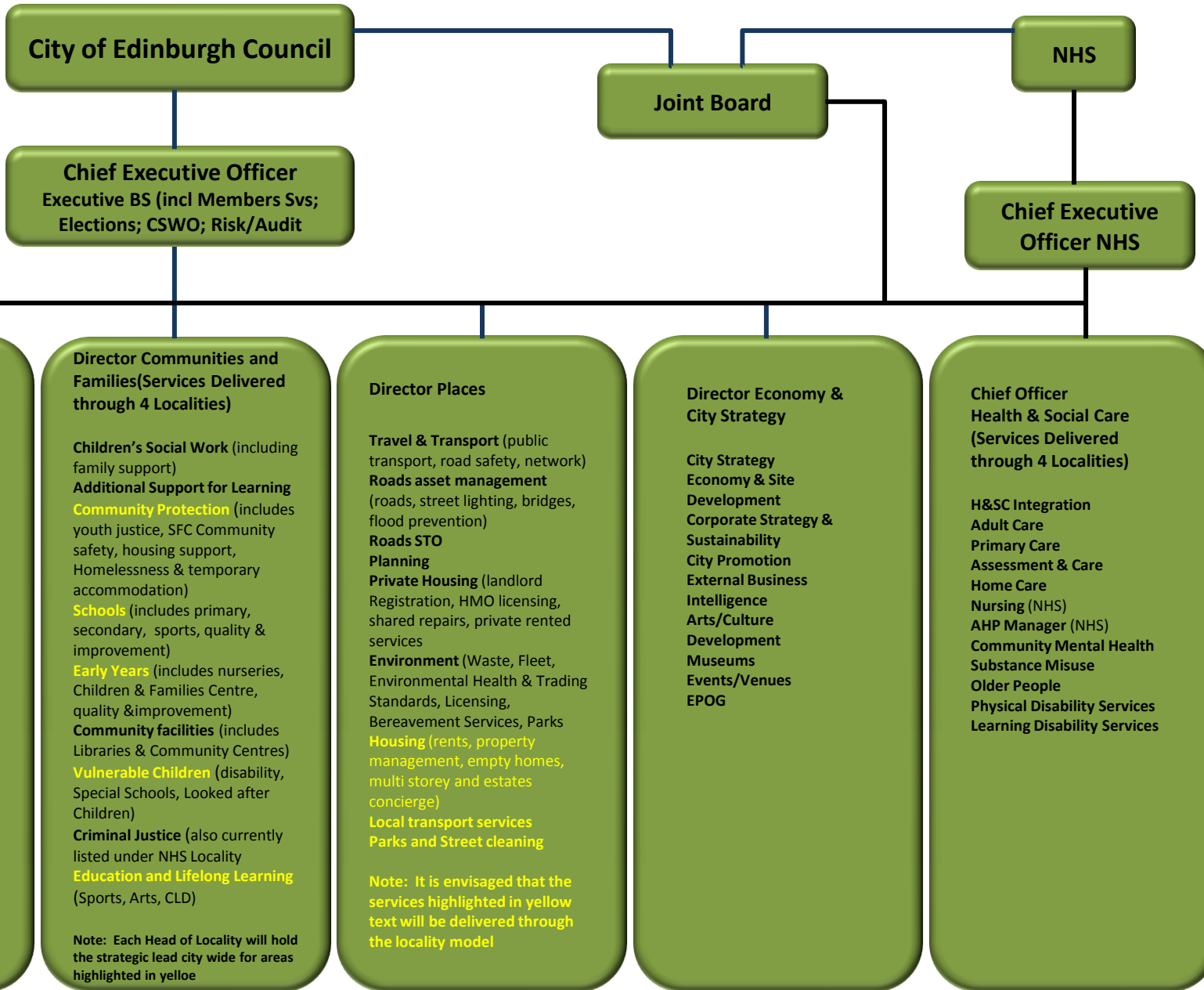
Appendix 3b – SWOT analysis including Head of Culture

Appendix 4 – Delivery model infographic

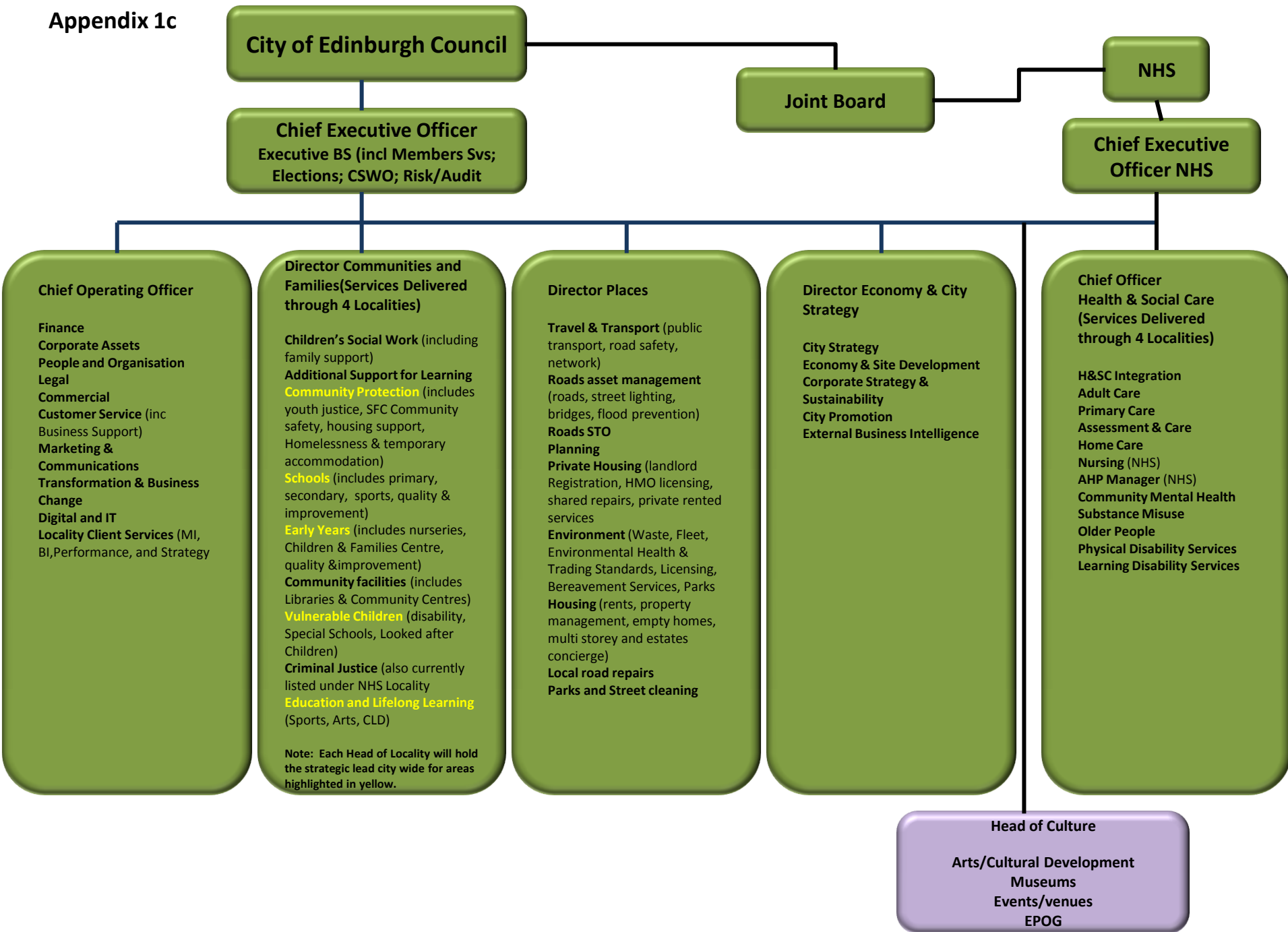
Appendix 1a



Appendix 1b



Appendix 1c



City of Edinburgh Council

Joint Board

NHS

Chief Executive Officer
Executive BS (incl Members Svs;
Elections; CSWO; Risk/Audit)

Chief Executive Officer NHS

Chief Operating Officer

- Finance
- Corporate Assets
- People and Organisation
- Legal
- Commercial
- Customer Service (inc Business Support)
- Marketing & Communications
- Transformation & Business Change
- Digital and IT
- Locality Client Services (MI, BI, Performance, and Strategy)

Director Communities and Families(Services Delivered through 4 Localities)

- Children's Social Work (including family support)
- Additional Support for Learning
- Community Protection (includes youth justice, SFC Community safety, housing support, Homelessness & temporary accommodation)
- Schools (includes primary, secondary, sports, quality & improvement)
- Early Years (includes nurseries, Children & Families Centre, quality & improvement)
- Community facilities (includes Libraries & Community Centres)
- Vulnerable Children (disability, Special Schools, Looked after Children)
- Criminal Justice (also currently listed under NHS Locality)
- Education and Lifelong Learning (Sports, Arts, CLD)

Note: Each Head of Locality will hold the strategic lead city wide for areas highlighted in yellow.

Director Places

- Travel & Transport (public transport, road safety, network)
- Roads asset management (roads, street lighting, bridges, flood prevention)
- Roads STO
- Planning
- Private Housing (landlord Registration, HMO licensing, shared repairs, private rented services)
- Environment (Waste, Fleet, Environmental Health & Trading Standards, Licensing, Bereavement Services, Parks)
- Housing (rents, property management, empty homes, multi storey and estates concierge)
- Local road repairs
- Parks and Street cleaning

Director Economy & City Strategy

- City Strategy
- Economy & Site Development
- Corporate Strategy & Sustainability
- City Promotion
- External Business Intelligence

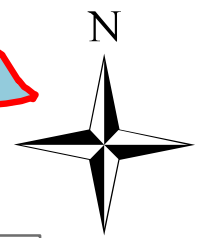
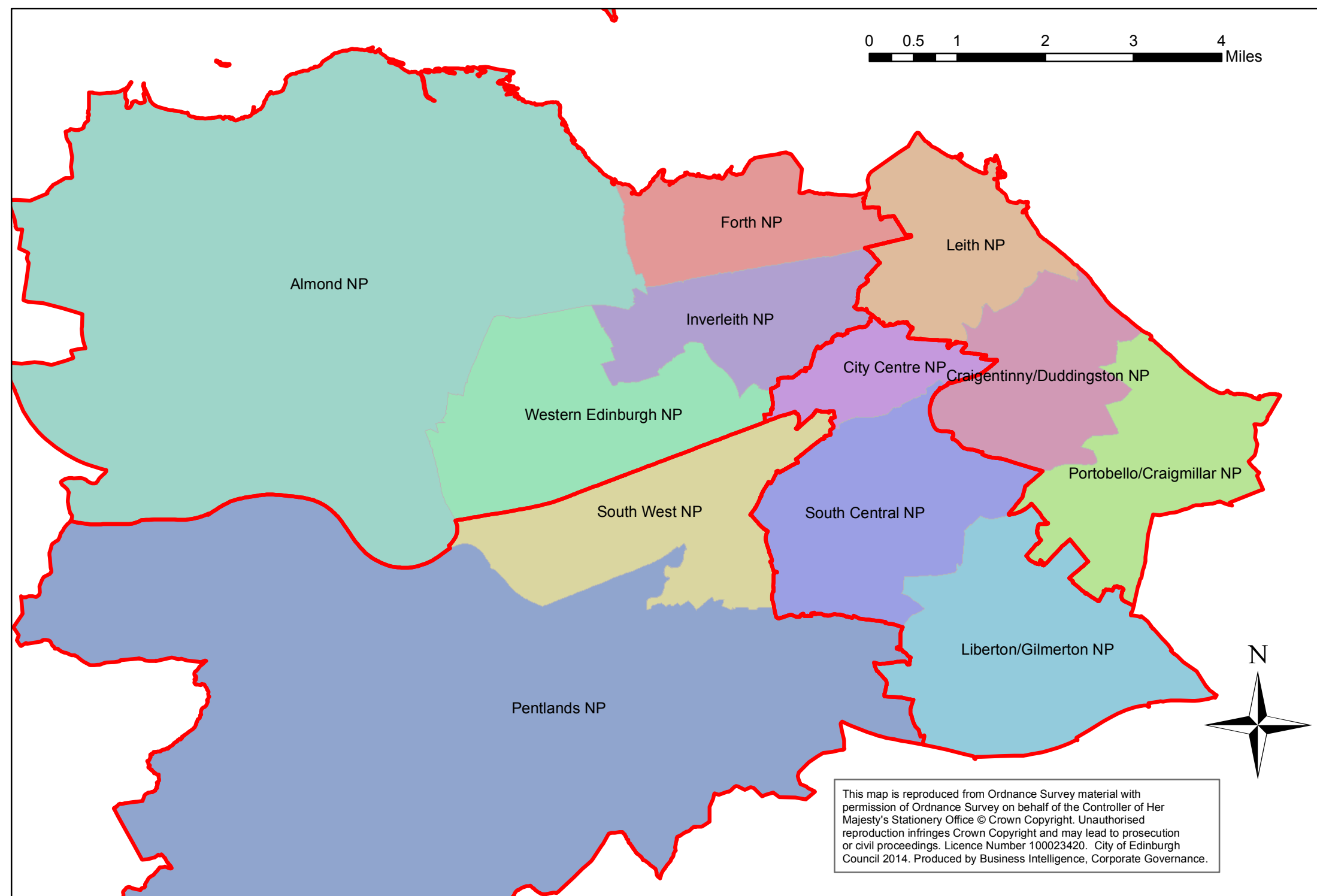
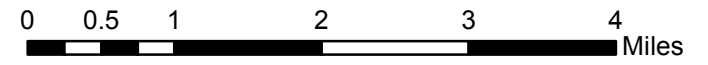
Chief Officer Health & Social Care (Services Delivered through 4 Localities)

- H&SC Integration
- Adult Care
- Primary Care
- Assessment & Care
- Home Care
- Nursing (NHS)
- AHP Manager (NHS)
- Community Mental Health
- Substance Misuse
- Older People
- Physical Disability Services
- Learning Disability Services

Head of Culture

- Arts/Cultural Development
- Museums
- Events/venues
- EPOG

Four Localities Model Aligned to Neighbourhood Partnership Areas



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SWOT analysis – Models 1a and 1b



SWOT analysis – Model 1c



