



Scenario Planning

A strategic process for those concerned
with the provision of public services

Supported by:



The Leadership Forum
Developing senior leadership in Children's Services





Introduction

“There is nothing permanent except change”
- Heraclitus, Greek philosopher

No one can predict the future. Many have tried and failed over the years. Within the public sector and local government in particular, it is difficult enough to anticipate change within an electoral or financial cycle, let alone in ten or fifteen years time.

However, as policy-makers and leaders we must be able and willing to explore the forces that drive change, to anticipate change where we can and develop a shared understanding of the sort of future we want to see. If we do, the prize is being better able to plan for uncertainty and become more adaptable in meeting change as it happens.

The pace of change facing local government is unrelenting. Budget constraints, increasing demand, assessing more complex needs, technological advances, party politics and constitutional reform all create a turbulence and challenge for the public sector.

The reality is that to be on the front foot, local government has to respond quickly to an ever-changing landscape and become more agile.

Futures thinking is an effective way to help leaders and managers consider the opportunities and barriers that may lie ahead. In particular, scenario planning is an excellent process which can help leaders to navigate the complexity with differing perspectives. It allows wide ranging interests to articulate a common sense of the future and helps us to test our current assumptions and strategic plans.

Scenario planning is an enriching process for future-facing local government.

“If the rate of change inside the organisation is less than the rate of change outside the end is in sight.”
- Jack Welch, CEO of GEC

Introduction to scenario planning

Scenario planning is a technique which is central in the family of futures tools and techniques routinely used by businesses, academics and policy-makers. Scenario planning helps us to identify, explore and make sense of the main factors driving change – both from within our organisations and from the many structural impacts that exist locally, nationally and internationally.

Scenarios are stories written from the perspective of a particular point in the future, usually ten to fifteen years ahead; any further out tends to be less reliable and effective.

Each storyline draws upon the potential outcomes and impacts of key drivers-of-change. Scenario architecture is generally constructed on the basis of the relationship between drivers, regarded as highly important and highly uncertain in terms of how they might play out. Other drivers are then considered within the context of the main scenario architecture.

Groups can use scenarios to immerse themselves within different future worlds and consider their roles, leadership approaches, organisational values, workforce planning and stakeholder engagement.

As a result of working on scenario planning individuals are:

- More comfortable operating in a culture of change
- More resilient and confident in strategic decision-making
- Gain greater clarity of wider organisational purpose and values
- Develop enhanced political intelligence when working with stakeholders with differing views.

Once scenario storylines have been written, they can be used to back cast (as opposed to forecast), to look back to the short and medium term and consider opportunities and barriers that may need to be addressed going forward.

For the organisation, the potential benefits of scenario planning include:

- Articulation of a desired long term future
- Co-design and adoption of new a new strategic vision
- Testing and reappraisal of current strategic assumptions and plans
- Safe space for debate and discussions between staff and elected members in a spirit of open inquiry
- Co-design of services and partnership with wide-ranging stakeholders.

Why use scenario planning?

Scenario planning can be used in number of ways. It is important to be clear about the purpose of using scenarios, as this will inform how the process is constructed and adapted. There are also certain conditions required to ensure success in the use of scenario planning:

- Leadership buy-in and involvement in the process
- Clarity of purpose. What is the scope or theme to be explored. For example, 'vibrant town centres in 2025'; 'the purpose and nature of local government in 2020'; 'the changing relationship between state and citizens in 2025'
- Expert facilitation
- Commitment to ongoing use beyond the creation of the scenarios themselves.

Scenarios are rarely used in isolation and can be used to develop capacity within the organisation. For example:

- Horizon scanning – enhancing the organisation's research function
- Strategic planning – supporting management staff and workforce planning
- Leadership development – considering leadership capacities to lead in times of uncertainty
- Public consultation – Scenario planning is an inclusive, innovative and empowering way to support a statutory consultation processes.

Scenario planning in practice

“Scenarios are a way to structure, think about, and plan for, future uncertainties. It requires the articulation of more than one possible future (typically three or four).”

Case study one

A Council recently used this method with senior council staff, Head Teachers, classroom practitioners and community development workers.

Outcome	The group developed four scenarios exploring what learning might mean for the locality in 2025.
Impact	As a result of this process, the group identified 24 clear ideas for change innovation, to help prepare for uncertainties they thought may impact on their aspirations for education attainment. As a group, they are currently implementing these changes and monitoring drivers of change on an ongoing basis.

Case study two

A Council recently used this method to develop a shared understanding of what living in the local area would be like in 2020. Bringing together a range of local stakeholders the council was able to use the emerging scenario as a way to explain to the public what the ‘prize’ would be following controversial short term changes.

Impact	The scenario was then used to support a public consultation process and generate discussions with local residents.
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Case Study three

A government body recently used this scenario process to imagine what social care and support services might look like in 2025. This process resulted in four very different notions of care around the integration of health and social service agenda and commissioning outcomes.

Impact	The results are currently being used by social care regulators, policy makers and front line staff to consider workforce planning and leadership competencies.
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The Virtual Staff College

Ten Step Scenario Planning Process

“Scenarios do not provide you with specific answers. Rather, they allow you to ask better questions of yourself, your plans and the actions of your colleagues.”



Definitions

- **Trend:** A series of events
- **Driver:** The underlying force that changes the long-term direction of trends
- **Scenario:** a story about how the future might evolve
- **Cues:** individual key episodes or occurrences which might act as a trigger for change or can be viewed as examples of change.

Scenario Methodology

Scenarios can be built in a number of different ways. Two common approaches are categorised as normative and explorative. Normative scenarios start with an ideal and work back towards the present, whereas explorative scenarios follow a more inductive process. The Virtual Staff College process is based on an exploratory scenario process. The key steps are:

1. Scope, trust and permission

This initial stage involves research identifying key assumptions about the future and scoping the exact theme of the scenario planning process. Leadership buy-in to the process is required at this stage. Although there is no clarity yet around what the process will 'throw up', there needs to be commitment from leaders and participants to trust the process. The most frequently asked question at this stage of the process, is 'What is the Work?'

2. Driver Identification

A bank of drivers is then constructed, identifying a collection of drivers of change. These should include a range of social, technological, environmental, economic, political, legislative and ethical (STEEPLE) drivers of change. The drivers should be succinct and indicate a direction of travel. For example, 'Demographics' is not an adequate description of a driver. A verb should be applied to provide a sense of movement and communicates the direction in which the driver is pushing the future, e.g. 'Shrinking workforce and ageing population'. The drivers are then clustered and the relationship between the clusters explored. This throws up hidden drivers and 'cues'.

3. Ranking Drivers by Importance

The drivers are put in order of importance. The drivers placed on the importance / uncertainty matrix are relative to one another, so while all issues may feel highly important, a natural hierarchy should emerge.

4. Ranking Importance by Uncertainty

The drivers are then ranked by uncertainty; whether or not the outcome of the driver is certain or uncertain. Stereotypically, demographic drivers tend to be fairly certain, whereas issues of technological advancement tend to be more uncertain. This is an important part of the process and will determine what drivers are used to form the scenario architecture (i.e. the 'critical uncertainties' and the 'predetermined elements').

5. Importance-Uncertainty Matrix

A matrix of drivers defined by importance and uncertainty is constructed. The purpose of this stage is to identify clearly the role the key drivers will have in the generation of the scenarios. That is, the 'critical uncertainties' in the 'scenario space' upon which the different futures will depend, and the 'pre-determined elements' in the 'forecasting space' which will feature in each of the different scenarios.

6. Roll-out of Key Drivers

The notion of causality is central to scenario building. We must understand the relationship between cause and effect to reach multiple, plausible futures. In this stage we begin to look at the relationships between the drivers and also to look for hidden drivers or 'cues', are they are sometimes known. At this point in the process we start to decide which drivers should be chosen to construct the scenario architecture.

7. Scenario Building

Here the strands that emerged are drawn together in the driver rollout and, hopefully, you will arrive at two key drivers that are independent of one another. You can then use the two drivers to create a 2x2 matrix that creates four distinct scenario themes. At this stage in the process, the scenarios should be a bullet point narrative, combined with a short description that encapsulates a sense of each future. Once you have created the scenario worlds and named them you should test the plausibility of the described world or scenarios by considering the question "how did we get to here?" and, through this, produce an event timeline which you can use to plot the main influential episodes which set the context for your scenarios.

8. Scenario Writing

In depth storylines are then written as descriptive narratives. Various literary devices are used to convey a sense that the scenarios are written from the perspective of the future (future-present language as it is sometimes referred to).

9. Scenario Testing

After drafting the scenario sketches, we test for a number of factors against the evidence, views and assumptions collected thus far: -

Plausibility: How believable are your stories?

Internal consistency: How logical are your scenarios? Are there any 'leaps of faith', where the data doesn't support your scenarios?

Surprise: The scenarios should contain an element of surprise that should capture the reader's attention.

Gestalt: How do the scenarios look on an overall level?

10. Immersion

One of the most important aspects of the process is to immerse groups of people within each scenario and prompt them to think about what the realities of living and working in that world might be. A number of prompts can be used to immerse groups in the worlds who are also encouraged to think about what would need to happen, what near term change would have to be effected to either avoid or more towards any of the world-views described in the scenarios.

Using our ten step scenario process, the Virtual Staff College (VSC) has developed a range of workshops, materials and services, to specifically support Local Authorities and partner organisations use scenario planning effectively.

Demonstration workshops; The VSC offers a one-day demonstration workshop to learn about scenario planning, how it works, the benefits and how to facilitate a basic scenario planning process. This will include a short amount of time to explore potential scenarios pertinent to your particular organisation.

24 hour or two-day scenario planning workshops; as part of its ongoing commitment to developing the leadership capacity of those involved in the provision of public services, the VSC offers an in-depth 24 hour or two day scenario planning workshop that blends scenario planning theory, emergent leadership practices and the construction of a live scenario planning process.

Workshops will be co-designed so that they are delivered and facilitated according to the specific set of needs identified by the organisation or Local Authority. Workshops can also explore emerging ideas around systems leadership and the relationship between the citizen and the State, as critical context for developing scenarios.

For more information contact Alix Morgan alix.morgan@virtualstaffcollege.co.uk.

Scenario Planning with a group of Directors of Children’s Services and elected Members for children’s services

In February 2015, a number of Directors of Children’s Services, together with elected Members, came together in Nottingham to take part in an two day Scenario Planning workshop.

The group sketched out four different scenarios for 2025, exploring alternative ideas around community, government and service provision, underpinned by what the groups identified as key drivers of change. The four scenarios to emerge are not predictions, but are possible visions of the future based on the potential impacts of these drivers. It is reasonable to expect that elements of each scenario will play out over the coming decade.

Six overarching themes emerged [would be good to have this list designed into coloured boxes or circles?]

Through the process, a number of important overarching themes emerged as we rehearsed our collective responses to the uncertainties, challenges and opportunities that probably lie ahead.

- 1 Our current representative political system is not fit for purpose in dealing with emerging issues.
- 2 There is a clear impetus to empower communities and enable them to fulfil the role that public services have traditionally played.
- 3 There is a clear need for emergent leadership to drive change in Children’s Services and therefore help mitigate risk.
- 4 Children’s Services needs to be underpinned by a new Public Value Proposition.
- 5 Communities may have a very different sense of moral purpose than professionals, who act as instruments of the state.
- 6 Children’s Services do not exist in isolation. Continued public service reform, placing whole system approaches at its heart, is required over the coming years.

Scenario planning – next steps

Feedback from the group pointed to a number of ways in which the (exploratory) scenario process could be adopted by delegates within their own local context.

These include:

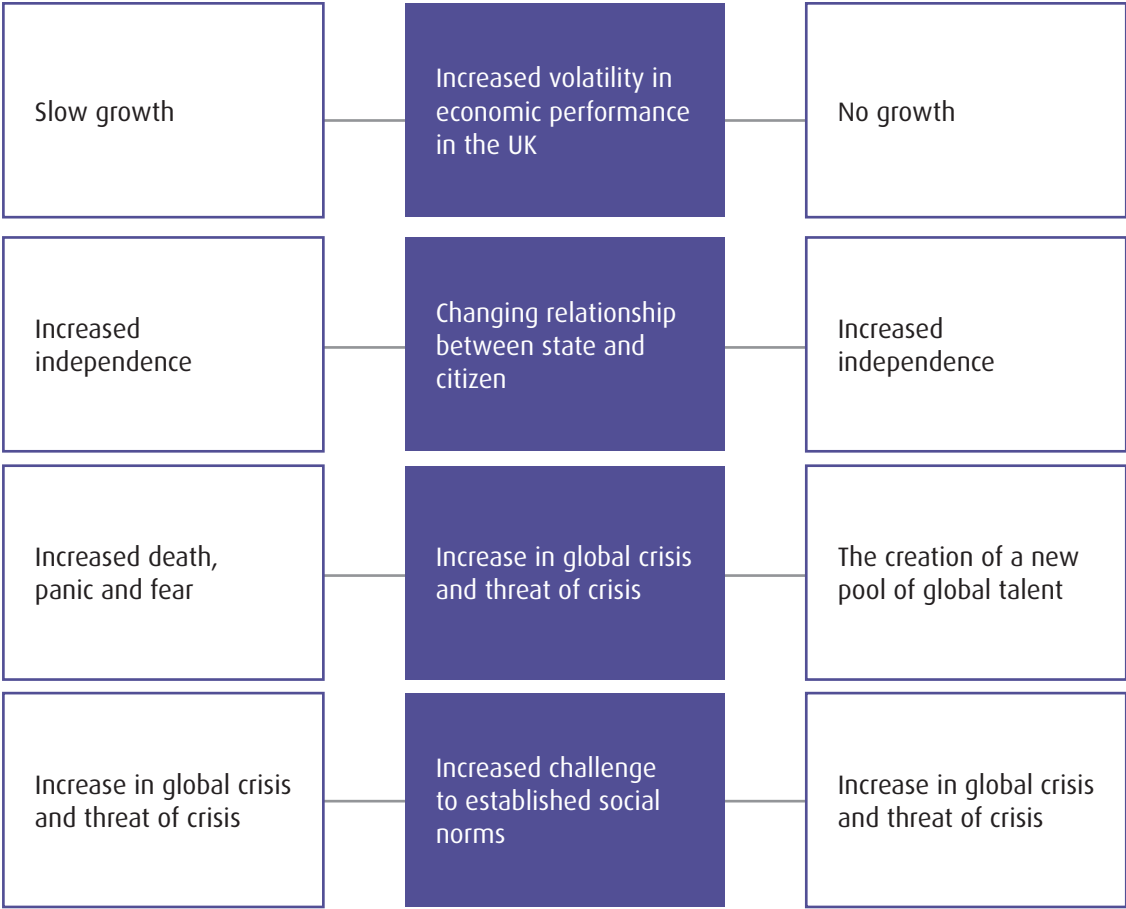
- Using scenario planning to build stronger partnerships and identify new alliances
- Using scenario planning to develop a wider common sense of Children’s Services which is fit for the future
- Using scenario planning with Cabinet Members to stimulate policy discourse beyond electoral and financial cycles.
- Using scenario planning to test and reappraise current strategic plans for Children’s Services
- Using scenario planning to create non-party political spaces to test ideas, assumptions and emerging evidence.



The Scenario Architecture

Delegates were split into two groups and each identified a range of drivers for change, in relation to 'Children's Services, Community and Support in 2025'.

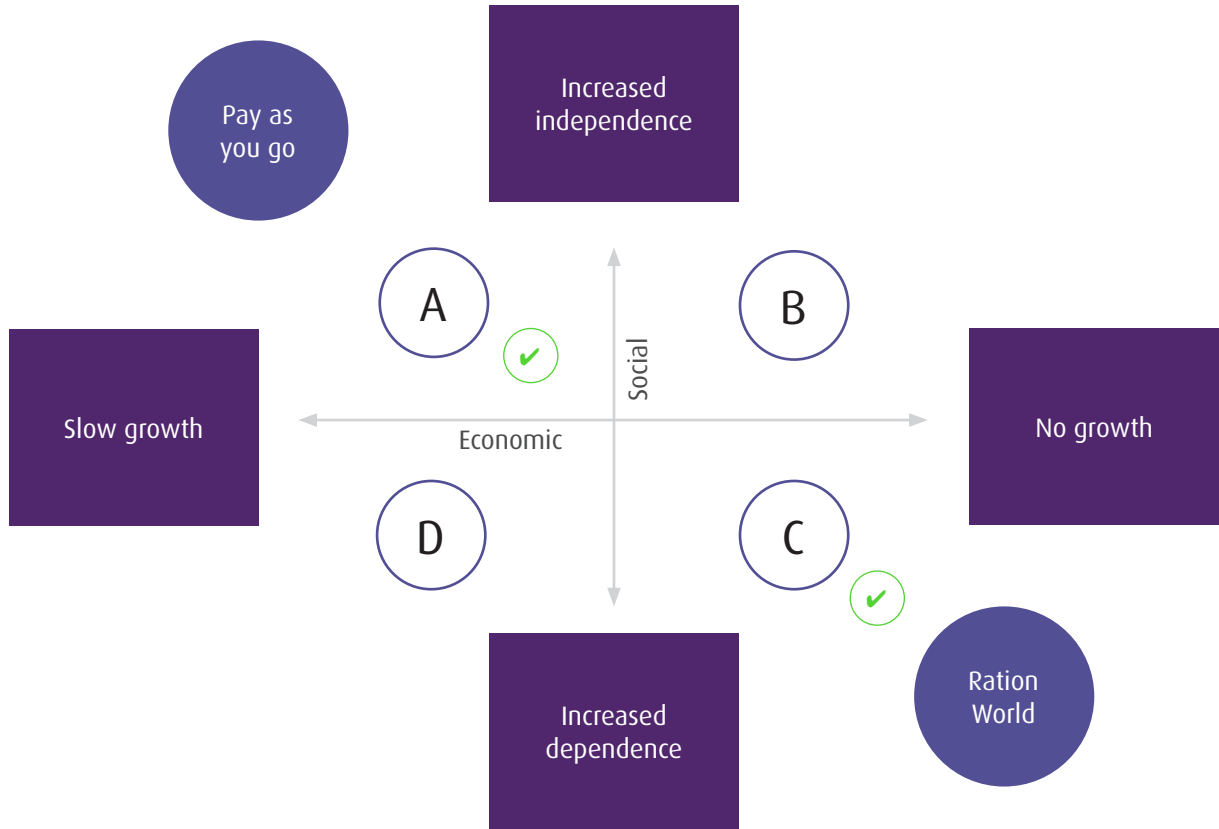
Through various exercises, the groups identified four key drivers of change, which were both highly important and, in terms of potential impact, highly uncertain.



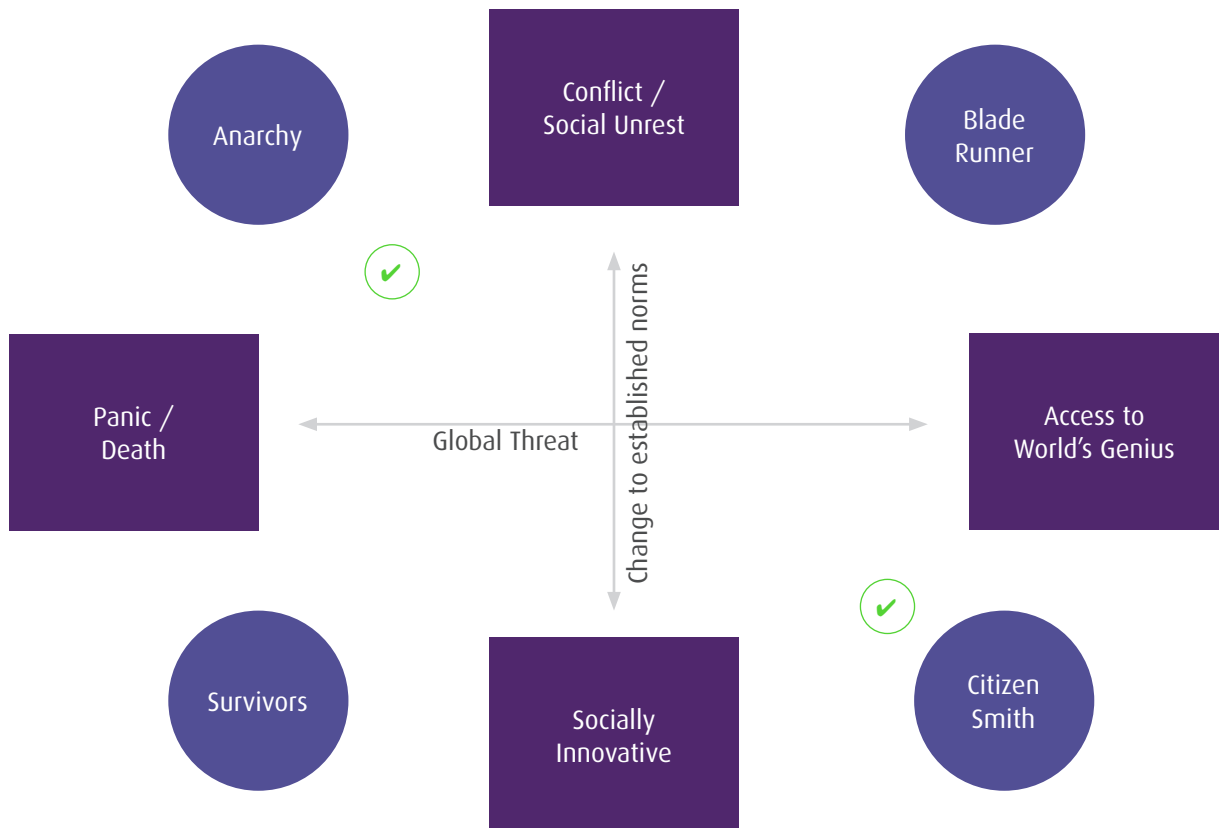
The group then formed their 2x2 grid in order to frame eight different scenario spaces. Group one opted to develop two scenario spaces: 'Pay As You Go' and 'Ration World'. The second group opted to develop a different two spaces: 'Anarchy in the UK' and 'Citizen Smith: power to the people'.



Group One



Group Two



Four Scenario sketches set in 2025

Skeleton Timeline 'Pay-as-you-go world' and 'Ration world'.

(From a low base of public resources)

2015-17	<ul style="list-style-type: none">- Euro banks no longer buying Greek government bonds- UK General election (non radical coalition government)- EU Referendum – UK retains EU membership- US democratic President elected
2018- 19	<ul style="list-style-type: none">- Fracking accepted (better options for fuel security)- Local Democracy Act introduced (including local taxation)- National Police Act introduced (increased local control)- Increased devolution in England – city states/ combined authorities
2020 -22	<ul style="list-style-type: none">- General election – non extreme government



Pay-as-you-go

Key features: slow growth of GDP, stagnant economy, power vacuum at local level, slow social and economic mobility, high proportion of working poor, high unemployment, but increase in local jobs which stimulates local economies.

Backstory

Over the last ten years the UK has witnessed a modest and slow increase in economic growth. Over the last ten years, and generally with cross party support, a raft of new policy and legislation measures were introduced, designed to allow communities to be more able, and enabled, to provide support for themselves, including the ability to set local spending priorities. There has been some success for the majority, but progress around social mobility and living standards, for some, is difficult and slow.

Storyline

Today in 2025, it is hard to believe that only a decade ago the word “food bank” was an accepted term in society. So many people working and yet still in poverty and reliant on hand-outs; people finishing a ten-hour shift then going to the Food Bank on the way home. There are still some who fall through the cracks today in 2025; bronze people, as the media portray them. Their life is hard and they feel socially excluded and unable to navigate the rules of a pay-as-you-go culture. For them the notion of ‘community’ is a myth; people are just tribal and judgemental which makes it hard to get on or find support. They rely on meagre state support.

However for silver and gold citizens, as the media still contrives to refer to them, things are better and people enjoy the system of topping up basic state services and credits with a mix of bought services and mutual support. In truth, the majority of people have more choices these days and can navigate a reasonable deal for their families. Social cohesion is strong and progress has really been made. Time is the new currency and local exchange of services and goods in commonplace.

In education, the state provides the most basic of provision, but families are expected to top up by paying for educational support and tutors. Although, increasingly parents are encouraged to manage disused community assets and units in town centres for themselves and provide educational support for local children.

This education experience is now much more aligned with the realities of the job market now. There are no ‘jobs for life’. Most people work locally in IT-based service jobs and have zero hour contracts. Some have ‘portfolio careers’ working for five or six employers in the same specialism. This ‘plug-in’ workforce has certainly created a better life/ work balance for many people working from home. However, the gap between higher and lower paid is becoming greater.

Approaches to health are far more person-centred than was the case a decade ago, when predetermined packages of care was the norm. An ageing population and a realisation that the NHS could no longer provide cradle to grave care for everyone in such centralised ways led to a shift towards the use of more personal budgets to achieve more personal choice. As is the new normal in 2025, the NHS only provide basic packages and essential emergency services, with an opportunity to buy up either through cash or community credit.

While controversial when introduced, the concept of community credits to earn opportunities to bank up and buy extra community goods and services has had the effect of increased skills sharing & volunteering. Advocates claim this has led to an age of community resilience and independence.

Neighbourhood centres, run by local officials and community representatives work hard to coordinate care and provision for those termed ‘bronze’. Finding suitable housing for people is a continual pressure on resources. They are hard pressed and continually struggle to make necessarily hard decisions about local spending priorities. Some hark back to the old days when politicians used to be responsible for making these decisions.

Ration world

Key features: Rationed services, grey and dark, zero growth, dependent, people expect services, low base offer, a safety net, people trapped in poverty, control needed, state steps in to resolve civil unrest, more centralised society, gated communities, rich people leaving, entrepreneurial spirit from the 1940s, obesity reduced, identity cards are about control.

Backstory

Over the last decade the UK has suffered from no economic growth and there seems little prospect of returning to days of pre recession prosperity. Year-after-year, aggressive austerity measures have compounded fear and poverty in communities. Public services stopped being about to cope many years ago and most are now at breaking point. Dependency is high. Increasing need and expectations has become out-of- step with the realities of economic stagnation. Civil unrest is commonplace in UK towns and cities. The state intervenes in local issues and political leaders are seen as the problem and the answer.

Storyline

Today in 2025, the state offer is very low. A centralised state determines spending priorities but these are seldom based on need. So little money in the system has led to what is effectively rationing for most services.

Young people continually look to the older generation with envy and anger; the people they seen as squandering and mismanaging their inheritance yet, the same people who strive at every turn to protect their own pension pots. Nowadays, young people are told 'you get nothing for nothing' and 'we are all in this together' and everyone is expected to contribute their skill and time, in some way. Historians point to Government citizenship campaigns as reminiscent of how the UK sought to instil a 'Dunkirk spirit' from the 1940s. The gap between the 'haves' and the 'have nots' is growing.

Government feel there is little choice, with so little resources, but to step in when required to stamp out civil unrest. Politicians are not trusted and have become caricatured villains in the minds of the electorate.

Many believe that state intervention has led to some communities becoming increasingly radical and socially conservative. Gated communities are common in suburban England and segregation exists with outlying poor communities and urban decay rife in the once lauded city states.

Educational attainment has fallen from a decade ago and a learned helplessness is evident particularly amongst young people at school. 'Why bother' is a normal response openly heard by school Inspectors.

Every citizen has an identity card and privacy and civil rights arguments were lost many years ago. The State uses them for control and policing in the context of increased challenge and distrust.

Centralism, lack of trust and control characterise society. Risk is everywhere and the vulnerable suffer. Scandal and stories of abuse in state institutions are shocking but common. Professionals cover their own back and simply provide crisis intervention. Sickness levels in the health and social care sector is at an all time high.



Skeleton timeline for 'Anarchy in the UK' and 'Citizen Smith'

2015-17	<ul style="list-style-type: none">- Arrival of royal baby- General election – conservative led government- EU Referendum (UK leaves)- Scottish elections (SNP government)
2018- 19	<ul style="list-style-type: none">- Major world terrorism event- Increasing global disease- Severe clampdown on UK immigration
2020 -22	<ul style="list-style-type: none">- Genetic coding will routinely determine health
2023 – 25	<ul style="list-style-type: none">- New monarch- Cancer cured



Anarchy world

Key features: fear, shrinking central government, more special interest groups, increase in faith-based economic and social value, no overall control. Underground organisations, civil disobedience, little regulation, no national curriculum (more controlled and guided by faith principles, radically different communities of interest, gated communities, substantial black market, rise of occult, life and limb public services only.

Backstory

Over the past ten years the UK has seen a marked increase in the number of global threats both through disease and international ideological conflict. 'Big government' has long been discredited as out of touch with the needs of local communities, but the failures of the traditional approaches to public services have been the reason why citizens themselves have taken steps to protect themselves. This has been coupled with an increase in civil unrest and conflict within UK communities, towns and urban areas. While over the last 10 years, globalisation has massively blurred the lines of nationhood, division has been redrawn through ideology and on the basis of those with the means of health protection and those who do not.

Storyline

Today in 2025, it would be hard to recognise much of the old social order from the 20th century. Government is small and ineffective in the face of local, powerful communities who have aggressively taken charge.

Communities look after their own, but are not necessarily bound by geography. Networked community interests have sprung up across England and ruthlessly exclude people who do not share a particular ideological outlook or have a desirable set of skills. Anyone who has medial expertise has power and authority within the community. Teachers too are valued but school curricula are based on ideology, particularly in faith-based schools.

The net reality today is that micro communities are everywhere, focussing around old community assets such as schools or other civil buildings. This localism is enforced through fear and self-protection. The faltering economy is driven by local commerce, cooperatives and social enterprises.

International trade is controlled from abroad and UK businesses are at the mercy of international trade rules, which do not favour the UK.

Citizen media is king with London-based national media outlets largely disbanded many years ago. Citizens are kept up to date through locally managed news and community blogs.

Today everyone is expected to take more responsibility for their own lives and many more now do so. Over the past five years there has been a significant reduction in demand for services and much greater self-reliance among individuals. Care has become a more natural response from family friends and those in extended communities.

As a result of the proliferation of technology and efficiency savings within companies, people are more mobile, many working freelance on zero hours contracts, often based at home, which enables them to be more responsive to the needs of the community.

However, despite the huge advances in technology, telehealth and telemedicine are not used widely, as the government has deemed them a potential drain on resources, leaving private companies to exploit their potential.

In the absence of a much beyond the very basic state welfare system, charities and voluntary groups are playing a much larger role in supporting individuals and people with complex needs, but their funding is derived mostly from private grants and public donations and they increasingly rely on communities to provide voluntary help.

Some researchers say that some communities are thriving in an environment where there is time, space and tools for communities to look after each other. "There seems more hope", say the researchers. But for many, this is a harsh reality and there are many who are shunned by their communities.

Citizen Smith

Key features: Access to the worlds genius, challenges discrimination, entrenched power, more community resilience, collective responses by community to public health threats, sense of collection good, strong public service proposition, acceptance of a concession of some liberties for public good, highly technical competence for citizens (some losers), emergence of new kind of media around campaigning.

Backstory

Over the last ten years continued global threats have challenged our international institutions to work together for common good. It has been a challenge the international community has responded to well. Military cooperation and conflict resolution is strong, As is international research where collaborative and the exchange of data and findings for the public good helps define a public good approach to global threats, both in health and human conflict. This has led to more confidence and trust in communities in the UK. Trust in political leadership is high. Communities have secured the right to coproduce, determine and meet local service provision with professional providers.

Storyline

Today, in 2025, there is a good balance between rights and responsibilities between citizen and state. A strong ethos of shared public values and strong public leadership is evident. Over recent years a change in the relationship between citizen and state has led to communities run by people-power; people who are united and respectful stewards of community assets. For example, Communities are keen to use facilities more effectively: learning hubs include the use of public buildings and business premises. These are open 24/7 to allow people to learn at a time and pace that suits them.

Commentators talk of community resilience where many share a common sense of good. The most recent public health crisis, involving a super flu, demonstrated how effective communities were at self regulating and following simple rules to avert a potentially far greater disaster.

Some politicians say there has been an erosion of civil liberties, but most accept that global crisis often required some concession of some liberties for public good. It is the times we live in and most understand.

People are far more skilled in terms of advanced technology these days – you have to understand what’s going on in the world today! There are some who cannot or will not seek to learn the new ways to protect yourself but many do learn, often from the comfort of home. Community learning hubs are underpinned by technology, with learners downloading lectures and communicating online with educators and other students. Young and old are able to combine study, work, family and community in a way that suits their individual circumstances and preferences, so that learning about health and citizenship becomes part of life and not a precursor to life.

Government is certainly smaller than it used to be. Much of the local decision-making is devolved to community partnerships these days. National government is strong however, working with international partners and very effectively and rapidly reinstate a command and control governance system in the UK to deal with threat. The Department of Emergency Response is now one of the largest Government Departments.

Because of the times of threat but also innovation and information sharing, there is a much higher premium and appetite for news information. Today’s media is far less focussed around entertainment but on good quality, up to date news and information.

A richer political discourse on issues not defined around political parties has also emerged as a consequence of global threat and empowered communities. Decision makers have become far more responsive to those they serve.

Laura Mayes, Lead Member for Children's Services,
Wiltshire County Council.

Quick thinking teacher saves community from deadly disease in the village of Tiddlywink

Miss Jones, a teacher at Tiddlywink Primary school recently returned from Equatorial New Guinea after volunteering in an orphanage for a year. She spent a week back in the school when she started to feel unwell.

She did some research on the internet and was concerned that she may have picked up a very infectious disease on her travels. She Skyped her GP who confirmed the diagnosis. The GP consulted Public Health who advised on what the treatment should be.



A notice was put on the Tiddlywink's Community News Facebook page. Realising the extremely infectious nature of the disease, the community agreed that they would stay within the village boundaries to prevent disease spreading to other communities.

The medication was dropped into the village on an NHS drone and was safely delivered to everyone in the village. Everyone recovered and no one outside the village contracted the disease.

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