
**Manchester City Council
Report for Information**

Report to: Overview and Scrutiny Human Resources Subgroup - 5 October 2010

Subject: Transformation Programme – New Ways of Working

Report of: Elaine Bowker, Strategic Director of Transformation

Summary

This report outlines the progress made to date on implementing the Transformation Programme's new ways of working and how these benefit the Council including an update on the Customer Service Centre and Corporate Contact Centre.

Recommendations

The committee is recommended to note the Town Hall Complex Transformation Programme update.

Wards Affected:

All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Town Hall Complex Transformation Programme Update

9 September 2010, report to the Resources and Governance Overview and Scrutiny Committee from the Strategic Director of Transformation

Town Hall Complex Transformation Programme – Progress Update

21 October 2009, report to the Executive from the Chief Executive, Strategic Director of Transformation and City Treasurer

Town Hall Complex Programme – Transforming the Customer Experience

11 February 2009, report to the Executive from the Chief Executive, Strategic Director of Transformation and City Treasurer

5 February 2009, report to RAGOS from the Chief Executive, Strategic Director of Transformation and City Treasurer

1 Introduction

- 1.1 This report updates the HR sub group as to how two programmes of work within the Directorate of Transformation are delivering new ways of working and transforming the way in which customer service is delivered by the Council.
- 1.2 The Town Hall Complex Transformation Programme is an ambitious programme of transformation which will not only see some of Manchester's most loved buildings sympathetically restored to their full glory but will also significantly transform the way we deliver services to customers and the way in which our staff work.
- 1.3 The transformation of the Town Hall Extension and Central Library will improve outcomes for our customers and employees through an improved physical environment and through the opportunity to provide genuine cultural and behavioural change.
- 1.4 The transformation programme has 2 key strands:
 - To transform the way in which services are provided to customers, delivering efficiencies together with an excellent end-to-end customer experience and improving outcomes for customers in line with the ambitions of our community strategy.
 - To transform the working environment for staff, improving employee culture and ensuring that the Town Hall complex is regarded by all as a great place to work.
- 1.5 Over a seven week period between April and June 2010, over 1250 staff members were moved out of the Town Hall Extension and into the new accommodation at One First Street.
- 1.6 In February 2009 a Customer Services Strategy was agreed for Manchester City Council and a Customer Service Programme of work was agreed in October 2009 to deliver the Strategy.
- 1.7 The Customer Services Strategy sets out a new direction for engaging with residents and customers across the City. Work to date has been informed by a survey of 9,000 people including residents, employees, Council staff, Councillors, senior managers and our partners in the private, voluntary and public sectors.
- 1.8 In June this year the Customer Service Centre (CSC) opened its doors located at One First Street, and staff from customer-facing services across the council were brought together for the first time, providing access to council services for Manchester residents via a fully integrated service delivery approach in state of the art modern open plan office accommodation.

- 1.9 In September this year a single telephone number on which customers can access any Council service was introduced and a Corporate Contact Centre will go live in April 2011.
- 1.10 Also in September this year a new Council website went live which paves the way for improved customer self service.
- 1.11 All three customer access channels of face to face, telephone and self service are underpinned by a single view of a customer's relationship with the Council which is being delivered by a new customer relationship management system (CRM).
- 1.12 Phase 1 of the CRM went live to support the opening of the CSC at First Street and Phase 2 goes live to support the corporate contact centre in February 2011

2 New Ways of Working and Back Office at One First Street

- 2.1 In order to truly benefit from the creation of both the CSC and the new office accommodation, the development of new ways of working have been essential in maximising the space in the new environment and encouraging behavioural and cultural change.
- 2.2 The key principles of the new ways of working are:
 - Flexibility: the accommodation will provide productive modern working environments that are inherently flexible, meeting the needs of an evolving council well into the 21st century.
 - Interaction and communication: the accommodation will improve staff interaction and interdepartmental working, leading to improved effectiveness and efficiency in service provision.
 - Technology enabled: the accommodation will provide easy to use, cost effective integrated technology that empowers our staff and partners in providing innovative high quality services to our customers.
- 2.3 In addition to the above, a number of practical measures (such as a significant reduction in paper and the development of office protocols) have been introduced to ensure we are able to use our space effectively.
- 2.4 Prior to the move to Number One First Street, focus was placed on record management and reducing paper storage with approved retention and disposal schedules developed for all services moving. Contracts with external storage providers were put in place for those that required off site storage and delivery facility. This resulted in services moving only the equivalent of 2 linear metres of storage per person (with the exception of Planning and Building Control and Corporate Property who were granted extra storage due to the nature of their work).

- 2.5 A space efficiency study which was conducted in the Town Hall Extension prior to the move confirmed that space was not well utilised. Over a week-long period, where desk usage was recorded 5 times a day, only 45% of desks were occupied on average, with 16% temporarily unoccupied and 38% empty for the whole day.
- 2.6 As a result, an initial target of an 8:10 ratio of desks to staff has been implemented in five service areas who were chosen to be early adopters of the flexible working model. Work is now progressing to move all departments in One First Street to at least an 8:10 ratio that makes more efficient use of the space they occupy. The new office model at One First Street lends itself to more modern, flexible working arrangements, with facilities that effectively enable the implementation of 'flexible and mobile working'. Moving to an 8:10 ratio across all services in One First Street will ultimately free up further desk space, enabling us to accommodate more staff. Work is currently underway with Corporate Property to establish which departments could be moved into One First Street, vacating their leased premises, which will ultimately lead to significant financial savings.
- 2.7 Any subsequent moves within One First Street to accommodate additional staff will provide an opportunity to reinforce the office protocols and wherever possible, the co-location of teams in the new office space is underpinned by four key principles:
- Co-location by business interface: teams that work together or carry out similar functions should be located together to benefit from improved communication and co-operation, to drive out process improvements and resource efficiencies, and to promote joined up management, business planning and service delivery.
 - Customer and neighbourhood focussed teams: teams that deliver or support customer facing activity should be located on the first or second floor to benefit from proximity to the Customer Service Centre (on the Ground Floor). Similarly, teams who frequently work out in the city should be located nearer the ground floor to reduce excess internal vertical traffic in the building.
 - Opportunities for cross-departmental learning: within the confines of the above principles, services from different directorates maybe located on the same floor to break down cross-departmental silos, share learning, encourage cultural change and promote a 'One Council' view.
 - Space efficiency: teams must be located in such a way as to maximise the efficient use of space.

3 Opportunities and Challenges at One First Street

- 3.1 The First Street office accommodation has been designed to be more open, with no cellular offices. Senior managers occupy the open-plan space with

- their teams, helping to improve communication and break down hierarchical barriers. Teams have been located according to business requirements, rather than administrative boundaries or the nearest available space, which supports teamwork and joined up working.
- 3.2 The new accommodation enables key features of flexible working including being able to fully utilise available technology including shared 'business hubs' that house all the printing, copying and scanning equipment. First Street is equipped with Citrix thin client ICT and voice over IP telephony. These technologies, combined with new protocols for keeping desks clear and portable storage allow staff to work from any desk in the building, whether that is a desk in their team zone or a touch down workstation elsewhere in the building.
 - 3.3 The co-location of teams at Number One First Street is considered a success, and the flexibility of the workplace a business benefit. Success factors were having a 'base' or 'zone' for flexibly working teams, using the pods, focus rooms and touchdown desks, and ensuring the ICT supports flexible working.
 - 3.4 The majority of staff at Number One First Street have responded well to the new office environment and the changes that have been put in place. They are already adopting many of the new protocols relating to the office space and are quickly settling into the new environment. Feedback from a staff survey in June indicate that break out facilities, cleanliness, the bookable meeting space and the touch down spaces were regarded as positive improvements to their working environment.
 - 3.5 Feedback has also been collected from senior managers based at Number One First Street through a series of small workshops and one to one interviews with 15 Heads of Service or their nominated representatives. Feedback on the new environment and open plan working was very positive. Managers consistently highlighted strengths of the environment as being clean, modern, bright, inclusive and open. Managers felt interaction and communication across their teams had improved and suggested that they now received fewer e-mails as they could go and talk to staff more easily. Whilst feedback was really positive in relation to teams working in the open plan, there were mixed views in relation to managers working in the open plan themselves - some find it challenging while others have adapted to the change and enjoy working in the open plan. This will be addressed in the cultural and behavioural change workshops that are planned for the near future.
 - 3.6 The Town Hall Complex Transformation Team is fully integrated with the work being undertaken on the AIM programme looking at the cross-cutting flexible working agenda across the whole of the organisation. Knowledge and resources have been pooled to ensure that one consistent approach and support package is offered to services asked to move to flexible working, whether they are based in Number One First Street or district offices. A flexible working approach report has been produced which outlines the classifications of types of worker (e.g. home, mobile, fixed, agile, external), their potential associated working patterns (e.g. part-time, job share,

compressed hours, term-time etc) and the guiding principles upon which the approach to flexible working is based. The approach includes the production of a toolkit for managers and staff to help them understand the benefits, policies, processes and options available to them and the different management techniques that these will require in order to adopt flexible working patterns.

- 3.7 Further work is needed to support the culture changes required, in particular in helping teams to adapt to new flexible working practices, particularly around maintaining a sense of team when operating remotely or in touch down space. Also, this work must address the changes to people's behaviour to ensure confidentiality is maintained in shared space.
- 3.8 In order for new ways of working to succeed, support and effective leadership is required from all managers. Some challenging changes have to be made and these need to be reinforced by service management in order to work. We will be working with managers over the coming months to ensure that office protocols are adhered to, the clear desk policy is enforced, agile working methods are fully utilised and unnecessary storage and clutter is avoided.
- 3.9 The shared business hubs and printing areas are working well. Suggested improvements include changing culture to ensure people take ownership of maintaining the hubs, addressing the reliability of follow-you-printing and adding more storage and a worktop to the hubs (similar to the arrangements in the 2nd Floor at Heron House).
- 3.10 The waste and recycling facilities in the shared areas have also been well received (although some contamination of the recycling material has occurred and awareness of the consequences of this needs to be raised to reduce this).
- 3.11 Kitchen and break-out areas are working well as locations for getting refreshments or eating lunch, having informal gatherings and as a quiet area for reading documents or reports.
- 3.12 Feedback on the meeting rooms at One First Street has been positive, with many feeling the number and size of rooms was about right, although a number of managers suggested there should be a greater number of small meeting rooms. This has been corroborated by the space utilisation surveys conducted to date and this has been taken into consideration in the planning for the refurbished Town Hall complex. Further improvements being considered include the addition of conference calling facilities and a real time room booking system.
- 3.13 Whilst we have effectively delivered the supporting environment for cultural change, we also recognise that further work is now required to ensure that culture is further improved and behavioural change is well embedded across the organisation. Discussions are currently being held with The Pacific Institute (TPI) to look at how we can effectively embed cultural and behavioural change, improve leadership, team working, and organisational performance across the whole of the Council.

4 Customer Relationship Management System (CRM)

4.1 Developing a corporate CRM enables the Council to:

- Provide a single view of our customers to staff. This will mean that staff will be able to see if a customer is already receiving a Council Service, if there are any outstanding Service requests or if there are any outstanding payments
- Deliver timely, high-quality services that focuses on customers needs
- Automate processes to improve efficiency and reduce costs
- Use technology to support collaboration and decision making across departments and agencies

4.2 Deloitte was appointed as the implementation partner following a tendering process in 2009. A Microsoft CRM was procured and a three phase implementation programme is under way as follows:

4.3 Phase One

CRM has been developed to support the initial customer facing services in the new Customer Service Centre (CSC) at One First Street. This has been supporting the following Services in the CSC from 1 June 2010:

- Revenue and Benefits
- Licensing
- Manchester Advice
- Homelessness
- Planning and building control
- Payments counter
- Access to Adult Social Care Services

4.4 Phase Two

The second phase is under way to support the Corporate Contact Centre and goes live on 7 February 2011, including:

- Street Environment
- Refuse Collection
- Recycling
- Parking
- Community Transport - Home to School
- Dog Services and dog problems
- Environmental Health
- Pest Control
- Public Protection

4.5 Phase Three

The CRM will be developed to eventually support all customer-facing Council Services including:

- Adult Social care
- Children's Services

5.0 Customer Service Centre (CSC)

5.1 Single Point of Contact

As part of the Town Hall Complex Transformation Programme a new approach to delivering face to face customer services to residents was proposed that provides the customer with a single point of contact for all Council Services.

5.2 Services Provided

The first phase of this approach was to deliver the following Town Hall Extension services at a new Customer Service Centre at One First Street;

- Revenue and Benefits
- Licensing
- Manchester Advice
- Homelessness
- Planning and building control
- Payments counter

In addition to these Services a minimum of signposting service is provided to any Council Service and where ever possible an Agent will attempt to answer any customers enquiry.

During the period of being at One First Street the CSC will develop its service delivery so that when the Town Hall Extension CSC open the Council will offer a true one stop shop to any Council Service.

5.3 CSC

The new CSC provides a modern, welcoming space for our diverse customer base and empowers our staff to deliver a high quality customer experience. The CSC consists of high quality visitor facilities where customers' needs are quickly identified and efficiently handled. There are multiple channels that customers can use to access our services within the CSC. These include self service and internet access terminals, multi-skilled advisor desks, meet and greet points, drop off facilities, specialist advisor desks and cashiers. The CSC also hosts a small lending library and a refreshments area containing vending machines for hot and cold drinks and snacks.

Since opening on 1st June 2010, management information from both CRM and the queue management system (Q Flow) has enabled the measurement of key performance indicators for the first time. We are now able to track numbers of customers requesting services at the CSC, type of service request, customer waiting time, length of time spent with a Customer Service Advisor (CSA) or Officer (CSO), and the overall outcome of service delivery. This has allowed the CSC to proactively target areas where issues have been identified. Recent activities include CSC staff spending time with the taxi licensing section to help them understand the back office processes, build relationships and improve communication. This model has been very successful and will now be replicated with other service areas that have been integrated into the CSC (the Housing Options team being next). This engagement will also be scheduled in as part of the transition of any new services into the CSC along with the relevant training of staff.

Regular stakeholder meetings are now taking place on a monthly basis with each service area in order to review and address any issues or changes in processes required to support the improved integrated working model. As we gain further insight into the customer experience at the CSC, end-to-end processes will be redesigned from a customer perspective. This will also result in the redesign of many back office processes meaning that continued stakeholder engagement with key services is essential.

Incorporated into the vision for the service centre was to create a continuous learning environment for staff. In light of this, the CSC operating model incorporated 12 days training per year for all team members. The customer service team has recently secured the support of the HR/OD service to look at how the refreshed corporate values can be embedded into the required behavioural and culture change and current focus is on improving problem solving and leadership skills.

5.4 Customer Service Organisation

Customer service was being delivered by teams within the structure of individual Directorates. In order to offer customers a single point of access to all Council services a single management structure was required.

A new customer service organisation was proposed that has a Customer Service Manager, Team Leaders and Advisors. This was approved for the CSC by Personnel Committee and staff were migrated from Directorates with their budget into the new customer service organisation.

5.5 New Levels of Customer Service

In the Town Hall Extension a customer had to decide which service they wanted and then queue for that service. When a customer enters the CSC they are met by a member of the Customer Services Team. The member of staff is able to deal with most customer enquiries at that point and where

required assist customers to fill in forms or make appointments for them. Where enquiries are more complex the customer is placed in an automated queuing system to see a more specialist member of staff. In a small minority of cases, appointments will need to be made for customers to complete further legal or case work.

5.6 Library Services

The Library Service has a small presence in the CSC at One First Street. Library staff facilitate access to the internet for residents through the provision of drop in computers as well as providing a small lending library and an access point to the wider library network. This has proved particularly popular with customers visiting the CSC. When the Town Hall Extension is refurbished and services are relocated back to the Town Hall Complex, there will be a new integrated Customer Service Centre and community library for the City Centre called City Library. The move to One First Street has presented an opportunity to pilot the concept of a combined Customer Service Centre and Library.

6.0 Corporate Contact Centre (CCC)

6.1 Single Point of Contact

As part of the Customer Service Strategy a new approach to delivering telephone customer services to residents was proposed that provides the customer with a single point of contact for all Council Services.

6.2 Single Telephone Number

A single telephone number for accessing all Council Services has been agreed which is 0161 234 5000. This number is already in use for the switchboard and began being advertised as the new single telephone number in September 2010.

In addition to the single number some new 'silver' numbers have been selected which will allow a customer to access a service directly in response to correspondence. These are:

Adults and Children's Services	234 5001
Council Tax	234 5002
Housing Benefits	234 5003
Environmental Services	234 5004
Registrars	234 5005
Automated Payments	234 5006
Library services	234 5007

All of these numbers went live in September 2010.

6.5 Customer Service Organisation

A similar approach to that of the CSC has been developed for the CCC which has been approved by Personnel Committee and staff with associated budgets will migrate from the Directorates whose services will be delivered by the CCC.

6.4 Location

The 2nd floor at the Belle Vue Centre on Pink Bank Lane already accommodates the telephone service for Environmental Services, Children's and Adults. Revenue and Benefits contact centre is at Alexandra House.

The proposal is to co-locate all contact centre which was originally going to be at Pink Bank Lane. However due to some issues with the property, an alternative location is now being sought.

The corporate contact centre will go live in April 2011

7.0 Customer Self Service

7.1 Manchester City Council Website

The MCC was redesigned and re-launched on 1 September 2010. This is the first stage in improving accessibility to customer self service through the internet. The next phase will be to provide a registration and authentication process so that customers can personalise their view of the Council website and track any service requests they have made.

7.2 Looking Local – DigiTV

Not everyone has access to the internet so an alternative access channel is being provided through Looking Local. This is an internet type of access to Council services through digital television, predominately Sky and Virgin.

The Looking Local service for Manchester City Council went live in August 2010 and is subject to ongoing development.

8.0 Neighbourhood Customer Service

8.1 In collaboration with Neighbourhood Services access to Council services will be provided through 6 District Libraries building on the existing provision which has been developed as Libraries as access points to MCC. The roll out will begin once the CRM is available to the Libraries in 2011. The first Library to go live will be Wythenshawe Forum in March 2011.

9.0 Current Activities and Next Steps

- 9.1 During the time of our occupation of One First Street for the back office and the CSC, we have an ongoing programme of work to continue to introduce, promote and support new ways of working. This includes new technology, new protocols and ongoing support and development of our staff to meet these challenges.
- 9.2 Further work is required to ensure that culture is further improved and behavioural change is well embedded across the organisation. Discussions are currently being held with The Pacific Institute (TPI) to look at how we can effectively embed cultural and behavioural change, improve leadership, team-working and organisational performance across the whole of the Council. Once an approach has been fully researched and agreed, cultural and behavioural change workshops will be held supported by the HR/OD service.
- 9.3 The Transformation Team will work with colleagues in ICT to deliver an electronic document and records management system (EDRMS) which will reduce the need for storage of physical paper, could be used for an electronic post system and improve flexibility of the workforce. Documents can be scanned and stored electronically, are indexed so that they can be found easily and are available (within appropriate security restrictions) at any council building or from home. To maximise the environmental opportunities that this provides, there will need to be a significant change in the culture of printing copies of documents.
- 9.4 Further deployment of the IP Telephony across other council locations will increase the percentage of the workforce who can work flexibly from multiple desks or buildings.
- 9.5 Ongoing development of the Customer Relationship Management (CRM) system continues and this will improve the range of services that can be delivered through the CSC and the Corporate Contact Centre (CCC).
- 9.6 Partnership working will be increased, ranging from providing space within the CSC for partners to host exhibitions or open days through to full integration of the partners staff within the CSC service (including access to their applications through our ICT equipment and the potential cross-training of staff).
- 9.7 A Model Office document will be finalised that explains the principles upon which the office spaces are designed and the protocols which need to be adopted in the new environment. The design principles will cover the open plan environment, flexible use of desks, workspace options, business hubs, storage, co-location, sustainability, equality and accessibility. The protocols will cover clear desk, food and drink, visitor management, respect for colleagues, telephone etiquette and energy efficiency.
- 9.8 Technology and infrastructure options will be reviewed and, where possible, trialled within One First Street. This will include working with the

communications team on an audio-visual strategy (electronic whiteboards, video conferencing, display boards or screens in office spaces, TVs in break-out areas, instant messaging), improved use of the telephony functionality, reviewing accessible technology, security and access controls and resource management (room booking).

- 9.9 A new facilities management target operating model will be developed with, cleaning, deliveries and post, consumables and the office charging model. colleagues from AIM, Corporate Property and the FM steering group to cover governance, fire, security, waste and recycling, catering, parking, access, maintenance
- 9.10 The new corporate contact centre will open in 2011 using a single telephone number providing customers with a single point of telephone access to all Council service
- 9.11 Ongoing development of the Councils website and Looking Local will provide improved customer self service and encourage customers to use this channel which is significantly cheaper to provide than face to face or telephone.
- 9.12 The level of face-to-face customer service provided through six District Libraries will increase enabled by the CRM.

10.0 Conclusion

- 10.1 New ways of working are being adopted by service areas and they are seeing the benefits. This is supported by a flexible ICT provision and updated working practices. The adoption of these will be promoted actively across all areas (not just at Number One First Street) and managers will be supported by the development of a "toolkit" that will cover all aspects of flexible and mobile working practices.
- 10.2 The CSC is continuing to develop and improve with the customer experience being the key driving force at the centre of all activities. The lessons learned from the customer interaction and feedback are being used to inform the development of the Corporate Contact Centre and the processes for both are being standardised with the support of the CRM to ensure a consistent customer experience.
- 10.3 Customer choice on how they access Council services will be improved by development of the internet, digital TV and neighbourhood customer service in Libraries
- 10.4 A number of workstreams are in place to continue to drive the new ways of working throughout the organisation which cover a range of new technology, new protocols and policies and the continuous development of staff.

11 Recommendations

- 11.0 The committee is recommended to note the progress being made on the new ways of working within One First Street back office environment and the new approach to delivering customer service.