Manchester City Council
Report for Information

Report to: Resources and Governance Scrutiny Committee – 22 June 2021

Subject: Future Shape of the Council – Digital and ICT workstream

Report of: Deputy Chief Executive and City Treasurer

Summary

The Future Shape of the Council programme is reshaping how the Council delivers services both internally and externally, by using new technologies, ways of working and new delivery models. It is an organisational wide initiative bringing together several programmes that are designed to strengthen our ability to deliver the Our Manchester Strategy, and in doing so, creating a city where people want to live and work. This report sets out the context and background for the Future Shape of the Council Programme, its priority areas of work and benefits to the Council and its residents.

The digital agenda forms a major workstream within the Future Shape programme and ICT support will be integral to its successful delivery. This paper sets out this work.

Recommendations

That Scrutiny note the contents of this report and the changes that will be required over the next few years to deliver this important agenda.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The Future Shape of the Council aims to improve the Council's efficiency and effectiveness in the context of reducing our carbon impact including in areas such as estates, printing, and travel. The successful delivery of the digital and ICT approach will be integral to this.

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Future Shape of the Council Programme is designed to strengthen the delivery of the priorities in Council's Corporate Plan, and as a result, all the Our Manchester Strategy

A highly skilled city: world class and home grown talent sustaining the city's economic success	outcomes. Some of the workstreams will also have a more direct impact as outlined below.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	There are circa 27,000 residents in the City who are digitally excluded, with a significant correlation with social inclusion. As part of its response to Covid MCC has supported 800 residents with a combination of devices, data & skills support to help them get online. This work is being continued in the current financial year. The Joined-Up Health and Social Care workstream will support the successful implementation of integrated Health and Social Care improving health outcomes for residents.
A liveable and low carbon city: a destination of choice to live, visit, work	The Place Based and New Approach for Housing workstreams will support improved services in neighbourhoods
A connected city: world class infrastructure and connectivity to drive growth	The Council adopting technology and delivering digitally makes a positive contribution to Manchester's ambition to be a leading and inclusive Digital City.

Contact Officers:

Name: Carol Culley
Position: Deputy Chief Executive and City Treasurer
Telephone: 0161 234 3406
E-mail: carol.culley@manchester.gov.uk

Name: Julie Price
Position: Director of Customer Services and Transactions
Telephone: 0161 953 8202
E-mail: julie.price@manchester.gov.uk

Name: Chris Wanley
Position: Director of ICT
Telephone: 0161 234 5998
E-mail: chris.wanley@manchester.gov.uk

Name: Jo Johnston
Position: Strategic Lead Reform & Innovation
Telephone: 0161 234 4267
E-mail: jo.johnston@manchester.gov.uk

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.

Future Shape of the Council and Arrangements for the Integration of Health and Social Care, Executive Report, 17th March 2021

Driving Digital Inclusion and Bridging the Digital Divide in Manchester, Communities and Equalities Scrutiny, December 2020

1. Introduction

1.1. The Future Shape of the Council programme is reshaping how the Council delivers internal and external services, by using new technologies, ways of working and new delivery models. It is an organisation wide initiative bringing together several programmes designed to strengthen our ability to deliver the Our Manchester Strategy and in doing so, creating a city where people want to live and work. This report sets out the context and background for the Future Shape of the Council Programme, its priority areas of work and benefits to the Council and its residents.

1.2. This report includes:

- The Future Council programme objectives and overview of workstreams.
- A more detailed introduction to the scope of the digitally integrated council workstream.
- The role of ICT in the successful delivery of the programme.

2. Context

2.1 The priorities and vision for the city are set out in the Our Manchester Strategy, Forward to 2025. The Strategy was reset in March 2021 as part of the Council's COVID-19 recovery planning. The reset retains the original Strategy's five themes, with a stronger focus on equalities and inclusion, and a streamlined set of ten priorities under these themes. Progress will continue to be monitored and reported in the annual State of the City report.

2.2 The Corporate Plan sets out the Council's priorities in delivering the Our Manchester Strategy, underpinned by the Our Manchester behaviours. The Council is undergoing a complex series of changes in response to budget challenges, changes to our city's population, and the impacts of the COVID-19 pandemic. Despite the pressures being faced the Council remains determined to deliver the agreed priorities for Manchester. The budget is not just about how to manage within available resources but also on where funding should be invested to deliver on resident priorities and working with partners to jointly develop new ways of delivering services such as prevention and early help, giving families strengths and self-reliance so they will benefit from greater self-determination and improved life chances - and in so doing reducing the need for more costly support in the future.

2.3 As well as needing to implement the agreed programme of c£41m budget cuts and address the budget gap from 2022/23 onwards the Council is facing a series of major changes on top of the pandemic recovery planning and business as usual activity. Some of the major changes being implemented during 2021/22 are listed below:

- 116 FTE from the Corporate Core will leave by 31 March. There will not be the capacity to provide all the support currently provided and planned approach to delivering the change is required. The Council's main ERP

system, SAP that provides the finance, payroll, HROD and procurement functionality is at end of life and a new solution will need to be procured with work needing to start on this now. This is a major change programme but also an opportunity to modernise and automate how the Council works. For the customer facing serves major changes are also planned including the implementation of the new Customer Service offer which is currently underway and the replacement of the Council's CRM system and associated improvements to how we interact with residents.

- The Northwards Housing ALMO (Arm s length management organisations) is coming back in house in July 2021. As well as the transfer of the housing functions, to deliver the maximum benefits, the delivery of the support functions will then need to be integrated into those provided by the Council.

- 2021/22 is the transition year for the move to the new Integrated Care System changes outlined in the recent national White Paper. This will mean significant changes for how health and social care operates in Manchester and Greater Manchester. A new Manchester Partnership Board has been established to drive integration of health and social care in the city. Plans are also now in place for 'supercharging' of the Manchester Local Care Organisation including a new Section 75 agreement with Manchester Foundation Trust, to improve the quality of services and improve outcomes for residents and patients.

2.4   All the above changes heavily interact with each other. As the pandemic recovery planning is underway this reinforces the need to take an evidence-based approach that supports individual localities and neighbourhoods, recognising the very different needs in different parts of the city. The changes cannot be delivered in isolation or without acknowledging the support that will be required to our workforce and the engagement and co-design with our partners and stakeholders that will be critical to our success.

3.   Future Shape of the Council

3.1   The scale and complexity of change required to work through the upcoming challenges that the council faces means a new council wide approach is required. The Future Shape of the Council is the next step in helping us achieve our ambitions to reshape Manchester City Council to deliver the Our Manchester Strategy and Corporate Plan and more fully embed the Our Manchester approach. Over the next two years, the Future Shape programme will reshape how Manchester delivers services both internally and externally, by using new technologies, ways of working and new delivery models. The programme will lead to a better Council that will improve outcomes for residents and staff, improve our long-term resilience and provide a framework for any future budget cuts.

3.2   The objectives of the Future Shape of the Council programme are to:

- Make the Council a more desirable place to work with an emphasis on an inclusive culture and modern ways of working.

- Improved and consistent quality services for our residents.
- Improved organisational resilience, making best use of capacity and resources to mitigate future demand and maintain focus on delivering vital services for residents.
- Strengthened ability to deliver against the Our Manchester Strategy and the Council's Corporate Plan.
- Provide a framework for future budget planning.

3.3   The work is being delivered through five key workstreams and one enabler:

- A digitally integrated Council;
- A more purposeful and effective Core;
- Joined up Health and Social care;
- A new approach to housing delivery;
- Place based working; and,
- Organisational development, culture, and behaviours (enabling workstream).

3.4   This report focuses attention on the Digitally Integrated Council Workstream and the vital role ICT will play and achieving the ambitions. Initial scoping information for the other workstreams is outlined in the paper "Future Shape of the Council and Arrangements for the Integration of Health and Social Care" present to the Executive on 17th March 2021.

4.0   A Digitally Integrated Council Workstream

4.1   The opportunities provided by new technology and digital developments have brought demand for significant change to all organisations, both in the public and private sector; delivery models and relationships with staff, partners and suppliers are being transformed.

4.2   The scope and principles of 'digital' in the context of the Future Shape programme are as follows:

- Digital is about taking advantage of modern and emerging technology, by changing what we do not just "putting paper-based stuff online".
- It must focus on the needs of the people accessing the service rather than those who are delivering it.
- Digital is an organisation wide, outcome-focused approach, delivering improvements across all areas of service delivery, including technology, people, processes, and data.
- Data underpins a successful digital approach, enabling the organisation and (where possible) its external partners to deliver effective, data driven services using insight to make services as simple as possible for customers.
- Digital informs a fundamentally different ways of delivering services. It is by its nature disruptive, enabling organisations to break down organisational and technology barriers, allowing organisations to innovate.

4.3 To make our digital ambitions a reality, the Digital Workstream has five critical programmes to deliver:

- The successful implementation of the Resident and Business Digital Experience Programme (RBDXP) (including the replacement of the existing customer relationship management system and introducing an integrated platform so that council front-facing systems interact to the benefit of our residents and businesses)
- Improvements to our data management and data integration, including a new data management strategy.
- Supporting our residents to develop improved digital skills and tackling digital exclusion.
- Explore opportunities to deliver automation of back-office processes to improve efficiency and ensure staff can focus their skills and attention on work which adds value both to them and the organisation.

4.4 Digital skills for our staff will also be picked up and there are linkages to the future ways of working work that is supporting the delivery of the skills and equipment needed by all staff, within the enabling workstream.

4.5 This workstream does not include the external digital infrastructure in the city, this is covered by a separate work programme and strategy that will be reported to the Executive in September.

4.6 The objectives for the Digital workstream include:

- An organisational wide common understanding of what we mean by digital that is embedded in the way that we work.
- Adoption of a Digital First approach in the Council where transactional support services will be carried out digitally where possible.
- For services in scope, RBDXP will deliver a digital first model that works for our residents and businesses (alongside other targeted service delivery mechanisms where needed)
- Workforce Digital Literacy – All staff will have reached a level of digital literacy that will enable them to work effectively.
- Evidence of progress against digital inclusion agenda for our residents.
- Data strategy and standards will be in place that will enable us to work more collaboratively and data share with partners and across Greater Manchester, supporting us to be an intelligence led organisation.
- Decisions will be data and intelligence driven.

Resident and Business Digital Experience Programme

4.7 Appendix 1 provides a fictional case study as to why we need to do work to improve our digital front-end offer to our residents and businesses. We will work to create a Council wide front end that recognises residents without the need for multiple and inconsistent routes through the system.

4.8 Within the next few years, the Council will need to replace its customer relationship management system, the income management system, and the

website. Alongside this, we have recently replaced our telephone system which has allowed all our call centre staff to work from home during the pandemic and has already delivered customer experience improvements whilst also complementing this programme. Finally, we also need to replace our systems integration technology to ensure residents and businesses experience a seamless experience when interacting with Council services.

4.9   Historically these systems would have all been replaced in isolation with no planning as to how we can link and provide a platform that supports the resident experience. This programme will ensure a joined-up approach.

4.10   The aim of the programme is to improve the experience for residents, businesses, partners and members when interacting with the Council, developing, and using new and existing technologies to enable this.

- Specifically when reporting issues, requesting services, making applications, and making payments.
- Presenting useful information about Council services and its partners which is readily available, easy to understand and accessible to all.
- Ensuring that a customer centric approach is taken to digital engagement and communications
- We will promote self-service, automation and integration at every opportunity providing a seamless and consistent customer journey/ experience through our services.
- We will grow our capability to deliver programmes in partnership with our communities and our partners, operating as one Council and cutting across organisational boundaries.
- Design principles that ensure parity of access, design, and management across our customer channels

Resident digital skills and inclusion objectives

4.11   The aim is that where they can, our residents are supported and enabled to become, and remain, digital citizens, who can access the services they need from us (and other organisations) in a digital way and are regular and confident online users with whatever they are doing in their day-to-day life.

4.12   This does not mean that the Council will no longer have phone support or face to face support when necessary; these will continue and be improved and developed and we want to make these more person centred so we can provide enhanced support to those that need it. An example would be for complex debt advice and support or for a resident who needed help with a benefit claim but was seriously ill. However, most people do not need extensive face to face interviews or want to stand in a queue or wait on a phone line, they want to self-serve having as few hand-offs interactions as possible, where they get what they want first time in the most cost effective and timely way to suit their circumstances. Where possible we want to provide access channels that meet the resident's specific circumstances, based on their needs, and support the Council's low-carbon agenda and anti-poverty

agenda by avoiding unnecessary costs and journeys so that residents get what they want in the easiest way for them.

4.13   We are piloting new technology so that we can try new things like digital face to face (screen to screen) access for residents with an advisor using access hubs in libraries and making ongoing improvements, including scanning documentation to support a benefit claim so that it is scanned directly to the benefits claim information, reducing delays in the business process.

4.14   We want to support residents, businesses, and partners to interact with us by offering good quality, accessible technology that is easier than other methods, so that digital becomes the access channel of choice for most residents in their day to day dealing with the Council. This needs residents, businesses, and partners to have the digital skills and access to technology linked to the right systems and support, recognising that digital inclusion is also linked to financial inclusion, including access to broadband and phone credit. Appendix 2 provides some scenarios as to how digital can improve our interaction and meet the demands of our residents.

4.15   We know that this work needs to happen as there are approximately 27,000 digitally excluded residents across Manchester and there is a strong correlation between digital and social exclusion, as well as digital exclusion and age. Throughout the pandemic, the Council worked with partners to provide a combination of digital devices, data and wrap around digital skills support to residents who could not go online. Given the importance of digital to the way we work, learn and live, the Council is continuing to support this work with further investment in this financial year.

4.16   Through this work we are driving a more holistic and coordinated approach to tackling digital inclusion – across skills, access, and motivation. There is still a need to further evidence the scale and complexity of the digital divide and barriers to engaging with digital services faced by Manchester residents.

4.17   The activity to support the objectives will include:

- the delivery of a programme for improved access digital devices and data and how the Council supports and facilitates this;
- skills and training support within communities; and
- the development of a digital index for the city that measures our performance and allows targeted support and work with partners.

4.18   Full details of this work and the work to move to a new model for the Customer Service Organisation and how it impacts on residents have been detailed in reports on digital inclusion to Communities and Equalities Scrutiny in December 2020 and a separate report on the new Customer Service Centre operating model also in December 2020.

4.19   There will be further reports on digital inclusion which is also connected to the new Digital Strategy and Action Plan for the City. Although the purpose of this broader strategy is out of scope of Future Shape it is important to maintain a

connection with this work. The Council's wider Digital Strategy includes the wider city infrastructure and how residents and businesses engage with digital services in the city.

5.0   ICT Support

5.1   For this workstream to achieve its ambitions and to enable the transformation that the Council needs to undertake, Information and Communications Technology (ICT) will underpin most of the activity. This is not simply about digitising current processes, it is about service redesign to ensure these align to our target operating model, that ICT systems support.

5.2   This workstream will introduce new technology and enhance existing technology to enable new ways of working and support new digital delivery models, this will need a shift in the way technology is managed. This will create a better understanding of how technology can enable new ways of working across the Council and provides a clear connection to the Future Shape objectives. The ICT service is currently reviewing how technology is used to support service delivery across the Council. Each piece of technology will be grouped into one of four categories and its suitability to support Future Shape and wider Council objectives will be reviewed. Each piece of technology will then be added to a catalogue, this allows easy identification of which technologies have the potential to support new ways of working and which need to be replaced or enhanced. This will lead to the development of a technology roadmap to show when old technology will be replaced, existing technology enhanced, and new technology introduced.
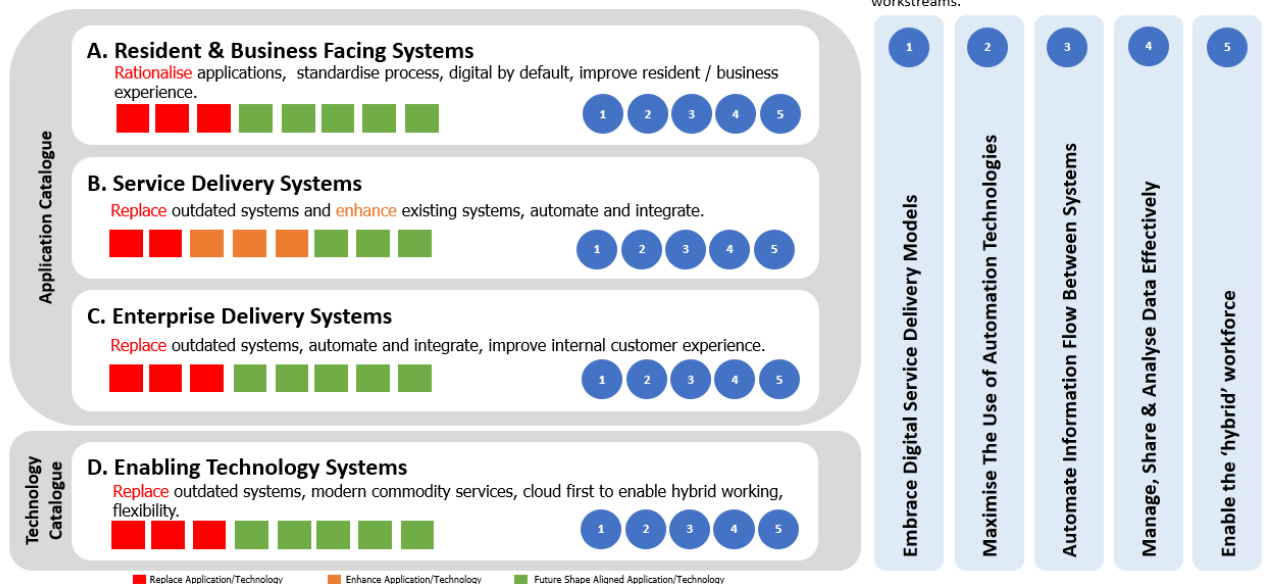
(Accessibility note: for e-reader description of image please see appendix 3)

5.3 Several projects are underway to make sure that our core infrastructure can support the requirements of the Future Shape Programme, providing a secure, scalable, and user-friendly experience that will support our future ways of working. These projects include:

- Upgrading networks between our sites, that will enable colleagues and users in Libraries faster access to resources, with most sites increasing bandwidth by at least a factor of ten.
- Increasing and improving WIFI within our buildings enabling much more agile and flexible working. Currently, only six sites have WIFI with 200 access points, but this will increase to all our sites and with over 2,000 access points.
- Improved meeting room and collaboration spaces that will not only support individuals in the room but will also be available to support different needs such as hybrid meetings and collaboration with other organisations.
- End User Device replacement (Members and Officers): moving users to a single device that will work wherever it is best for them to work, giving secure access to Council systems, telephony and to collaborate with colleagues. This will reduce our machines to a single device per employee in most cases, based on their role.
- Fully utilising technologies that we already use, such as Office 365, 8x8 (Telephony), giving users more tools to collaborate and engage with each other, as we work with the Directorate Digital Champions to exploit functionality aligned to business needs.
- Review of all infrastructure and applications, to move towards more standardised applications that are more scalable with no customisation as that makes upgrades more complicated.

5.4 The Council has several key systems that are both approaching end of life and are not able to support modern ways of working. Plans are underway for the replacement of these, including:

- Customer Relationship Management (CRM) with the RBDXP Programme
- The SAP system that currently provides the Council's HR, Finance and Payroll Systems
- System Integration engine that allows systems to 'connect' to each other and pass data securely to where it is needed.

These will transform the way we engage with our residents, businesses, partners, and colleagues.

5.5 These new systems will adopt the latest technologies which see much more workflow of transactions, user self-service, and assisted decision making that will enable a significant number of manual transactions or processes where there is simple processing of requests, to be automated. The full impact of this is currently unknown and will be addressed in individual business cases but actions such as copying, filing, cutting and pasting into other systems will stop being the norm. There is a subgroup currently investigating this and exploring the different technologies available in more detail.

5.6 We will move to more modern technology platforms with cloud hosting being the norm. This will give us greater scalability, resilience, and flexibility in how our systems are securely accessed and updated. Investing ICT expenditure in organisations with strong sustainability credentials that focus on energy efficiency will support carbon neutrality for the city, as well as supporting remote access across different devices.

5.7 This will see the ICT service move to being much more agile in its delivery, adopting low code solutions that needs less programming and which are much more about the mapping of business workflows into the IT solutions.

6.0 Funding

6.1 The current approved ICT capital investment programme includes several of the projects noted above, such as RBDXP and End User Devices. The expectation is that other projects which support the workstream will be brought forward through the Council's capital approval process, such as the SAP replacement, as they develop and that these will be funded through the current investment programme and any future additional allocations of capital funding.

6.2 However, there is an ongoing challenge to this approach because for several the proposals the technology solutions being adopted will be cloud-based. This means the Council will be subscribing to a software solution, rather than investing in hardware, which does not meet the accounting definition for capital expenditure and is therefore revenue spend in nature.

6.3 Work will be undertaken to review the likely impact of this, and to seek a sustainable funding solution.

7.0 Recommendations

That Scrutiny note the contents of this report and the changes that will be required over the next few years to deliver this important agenda.