

DIGITAL OPERATING MODEL – DESIGN PHASE DOM DESIGN

FEBRUARY 2017

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This document forms part of the core deliverables for the Bedford Borough 2020 Digital Operating Model (DOM) Design Phase. The key findings from the project are summarised in the Executive Summary. This design document should be read in conjunction with the DOM Business Case and DOM Implementation Plan in order to gain a complete view of the digital transformation.

The DOM Design covers the translation of Design Principles and the *Blueprint* into an organisational and functional design for the future Council. The purpose of the DOM Design is to:

- Set out the rationale and describe the digital ambition for Bedford Borough Council
- Provide a summary of how the Council's activity, in relation to initial contact, strategic and support activity, will be carried out in the future
- Set out how this activity will then be organised in a new Council structure, including a summary of the key accountabilities
- Outline the enablers required across people and culture, process and technology to deliver the new ways of working

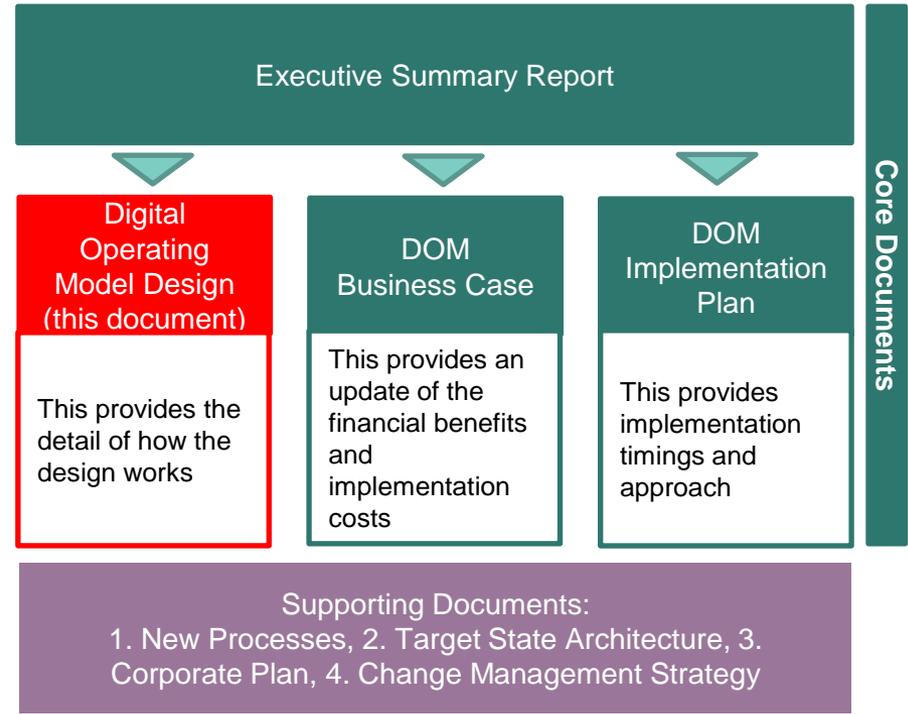
The following 2 slides provide further detail on our approach to designing and producing the DOM.

Further detail on the DOM Design can be found in Supporting Document 1: New Processes.

The core documents are available and can be found at:

<http://www.bedford.gov.uk/DOM>

The supporting documents will be available on the same link from Monday 20th February.



APPROACH TO DESIGNING THE DIGITAL OPERATING MODEL

Over the last nine months Bedford Borough Council and PwC have built a strong and trusted relationship, producing an initial assessment of the change required through to increasingly detailed levels of design. That work, involving extensive engagement with Council staff, has co-produced an achievable design to deliver £10m+ efficiencies from the operating model.

Inputs

- Activity analysis to establish Council wide baseline and identify key areas of focus for the Council
- The deployment of a process to re-design the whole Council
- Over 100 face to face officer design meetings across all Council functions
- Used insight and experience from both public and private organisations
- Ongoing Member and Management Team engagement and support
- Aligned the way forward at Management level
- Involvement of over 350 staff members in development sessions
- Worked closely with the PMO staff and sponsors of the programme

Outputs

- Corporate Plan refreshed
- Technology Strategy and Target State Architecture developed
- Re-designed contact and assessment, strategic and enabling activity
- High level organisational design
- 80 processes redesigned
- Implementation plan and saving profile developed
- Business case updated identifying the source for £10m+ savings potential

Outcome

This design will enable the next phase of implementing the future organisation. This will build on the design to start realising benefits through:

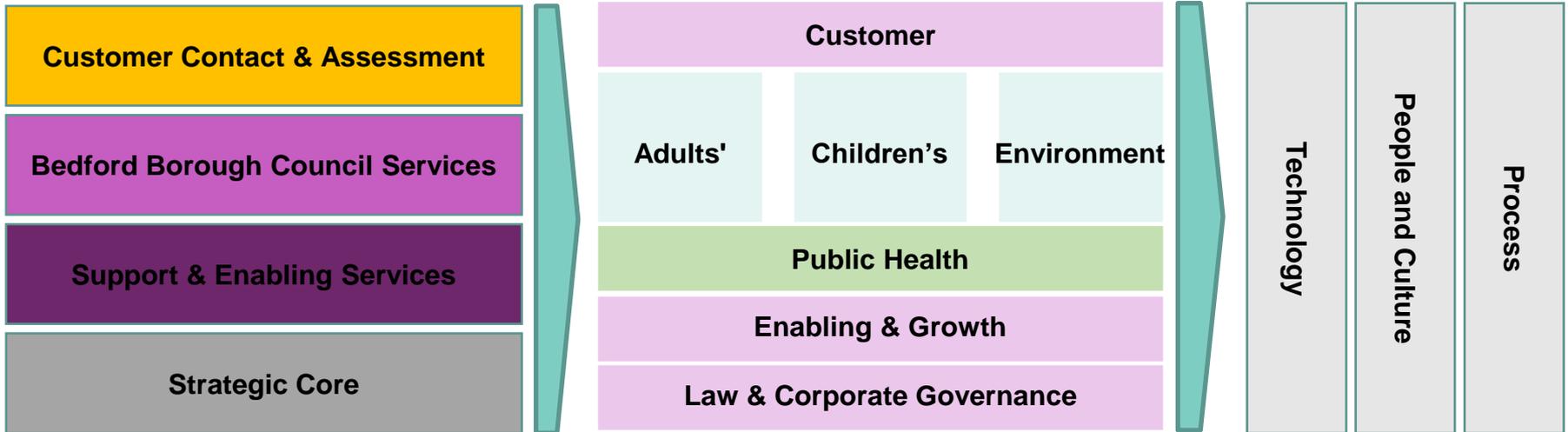
- Corporate Plan priorities informing future budget proposals
- Operational and organisational design proposals resulting in leadership and service reconfigurations
- Process changes saving time and effort by utilising new technologies
- A Technology Strategy and Target State Architecture to inform technology selection and implementation, resulting in new and more productive ways of working

APPROACH TO PRODUCING THE DIGITAL OPERATING MODEL

The Design Phase has been developed considering 5 key areas: 1. The operating context has been fully understood taking into account the needs of residents and the financial pressures; 2. The Corporate Plan has been refreshed which has defined the future ambition of the Council within this operating context; 3. A functional design has been developed to articulate the new ways of working to reflect this ambition; 4. A new organisation design has then been produced to allocate accountabilities to activity; and 5. The enablers that are subsequently required to deliver this were defined. **The rest of the document will now follow these sections – please see the navigation picture in the top right of each page.**

1 Context (Understanding the needs of our residents and financial pressures)

2 Ambition of the Council (Defining the future Corporate Plan and digital ambition)



3 New ways of working
 These 'layers' represent grouped and common activity within the Council. They provide an alternative to a traditional 'service area' view and break down 'siloed' thinking and form the basis of new ways of working.

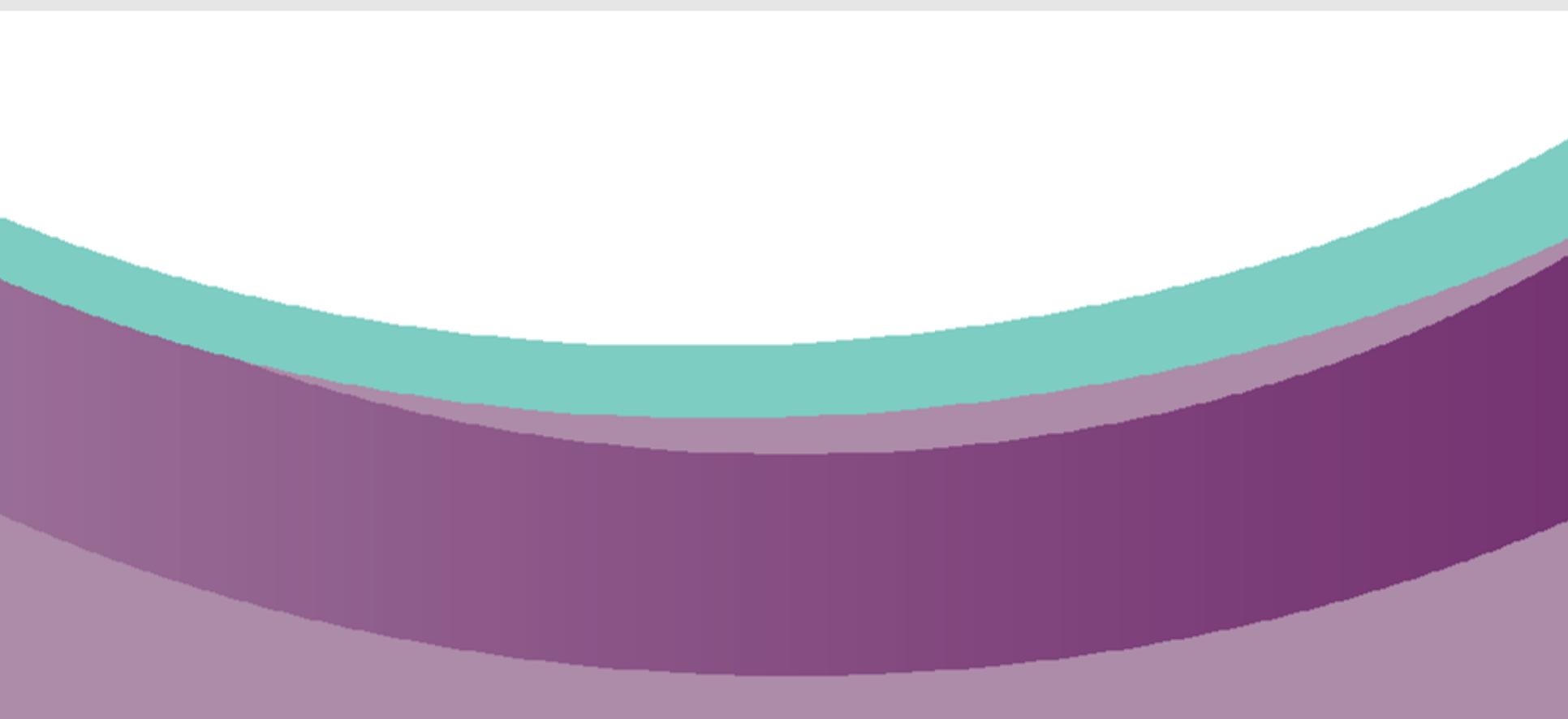
4 Organisation design
 These new ways of working were developed into a structural design based on where accountabilities should sit best within the Council.

5 Enablers required
 In order to define the enablers required 80 processes were mapped, the Target State Architecture was defined and key people and culture principles were identified. All of these will support new ways of working.

DIGITAL OPERATING MODEL – DESIGN PHASE

DOM DESIGN

1. CONTEXT





1.1 JOURNEY TO 2020

Bedford Borough Council is on a journey of improvement and has carried out a range of work over previous years to realise £90m of savings. However, there is still a further £24m that is required to be saved by 2019/20 to balance the budget. The challenge was to design and build a sustainable, agile operating model whilst protecting front-line services.

The Council has achieved significant savings to date but recognised the need for support to help identify and realise the remaining deficit. In partnering with PwC, to help with the renewal of the Council operating model, the objectives were:

- Design a sustainable operating model by 2020 whilst protecting, as far as possible, front-line services; and
- Create a Council that is sustainable and agile enabling it to respond to challenges of reducing Central Government funding to 2020 and beyond.

- The design for the Council's new operating model includes:
- New ways of interacting with residents and other stakeholders
 - How the Council's internal enabling and strategic services will support the running of the Council
 - The required infrastructure to enable these changes
 - The required changes to skills, capabilities and behaviours of both staff, leadership, members, residents and stakeholders
 - The future size of teams required to deliver the new operating model

In July 2016, following a short assessment phase, PwC produced a report for the Executive which outlined a route to achieving the £24m savings required.

A key element (£10m+) of the savings identified would come from a new operating model enabled by new ways of working and digital technology.

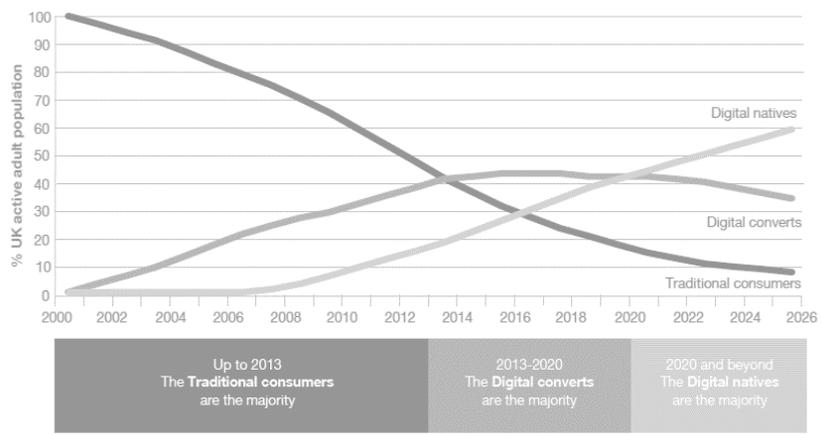
The subsequent phase of work, covered by this report and produced in conjunction with PwC, has developed the detail of a new operating model to provide further confidence in the potential of the £10m+ saving opportunity.

1.2 CHANGING RESIDENT AND EMPLOYEE NEEDS

There are a number of economic and societal trends that impact on how councils can now operate. One of those is the changing digital capabilities of residents/employees based on demographic changes. By 2020 digital natives will be in the majority of the population. These digital natives have grown up with technology which is leading to different expectation of how they wish to interact and work. For longer term sustainability, the Council needs to adapt working practices so that both residents and employees needs are managed and, where appropriate, met.

We are facing immense financial pressures that mean we are having to do more with less. At the same time, residents are changing; their expectations are shifting and they are becoming more digitally orientated. As the graph below indicates, by 2020 digital natives will be in the ascendancy.

This changing demographic means that, increasingly, residents' expectations will change. Furthermore, residents and employees are currently, and will increasingly, be comparing their experiences with the Council to the experiences they have elsewhere. They will expect digital as default. As a result they:



<p>... expect more</p> <p>Expectations are being shaped by experiences outside of local government, where content, interactions and features may be much richer</p>	<p>... trust their peers</p> <p>Loyalty has been replaced by peer conversations and other social media interactions; those who fail to participate risk being sidelined</p>	<p>... are informed</p> <p>Easy access to research and data will expose poor resident service and enable comparison to others</p>	<p>... have choices</p> <p>Residents/employees will increasingly understand the options open to them and that indeed might be open to others</p>	<p>... have a voice</p> <p>Vehicles for sharing experiences – both good and bad – are ubiquitous and free, and residents/employees are not shy about voicing them</p>
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This is not to say that all residents will behave in this manner but the number that do will increase. This is a challenge faced by all organisations and how the Council responds will define their performance in the coming decades. By redesigning the Council operating model the Council will address how it can better serve changing expectations.

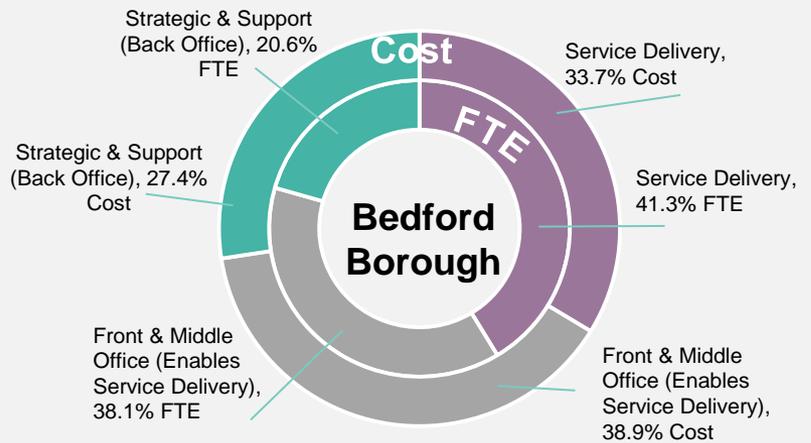
<p>Traditionalists Older, avoiding digital</p>	<p>Digital converts Middle age, developing digital skills</p>	<p>Digital natives Younger, have grown up with digital</p>
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1.3 INITIAL CASE FOR CHANGE

In July 2016 the Case for Change showed significant challenges arising from how the Council currently operates in relation to technology, structures, capability, processes and data. The analysis identified a potential to save £10m+ from new ways of working enabled by standardised/streamlined processes, new skills and technology.

Bedford Borough 2016 – the Case for Change

- The Case for Change work completed in July 2016 identified a compelling need for a new operating model to deliver the Council's revised strategic agenda, enabled by new ways of working and digital technology.
- The assessment of the current operating model identified a typical directorate based model, with some corporate and support service shared across the Council but with a number of services delivered within each directorate in multiple ways, with multiple points of entry and multiple handoffs.
- It highlighted a high degree of fragmentation and potential duplication of activity, particularly in relation to customer contact which is hindering the ability to be agile and respond to changing resident requirements and market forces.
- It also identified a number of capabilities the Council needs to invest in and develop to deliver its strategic priorities and ambitions.



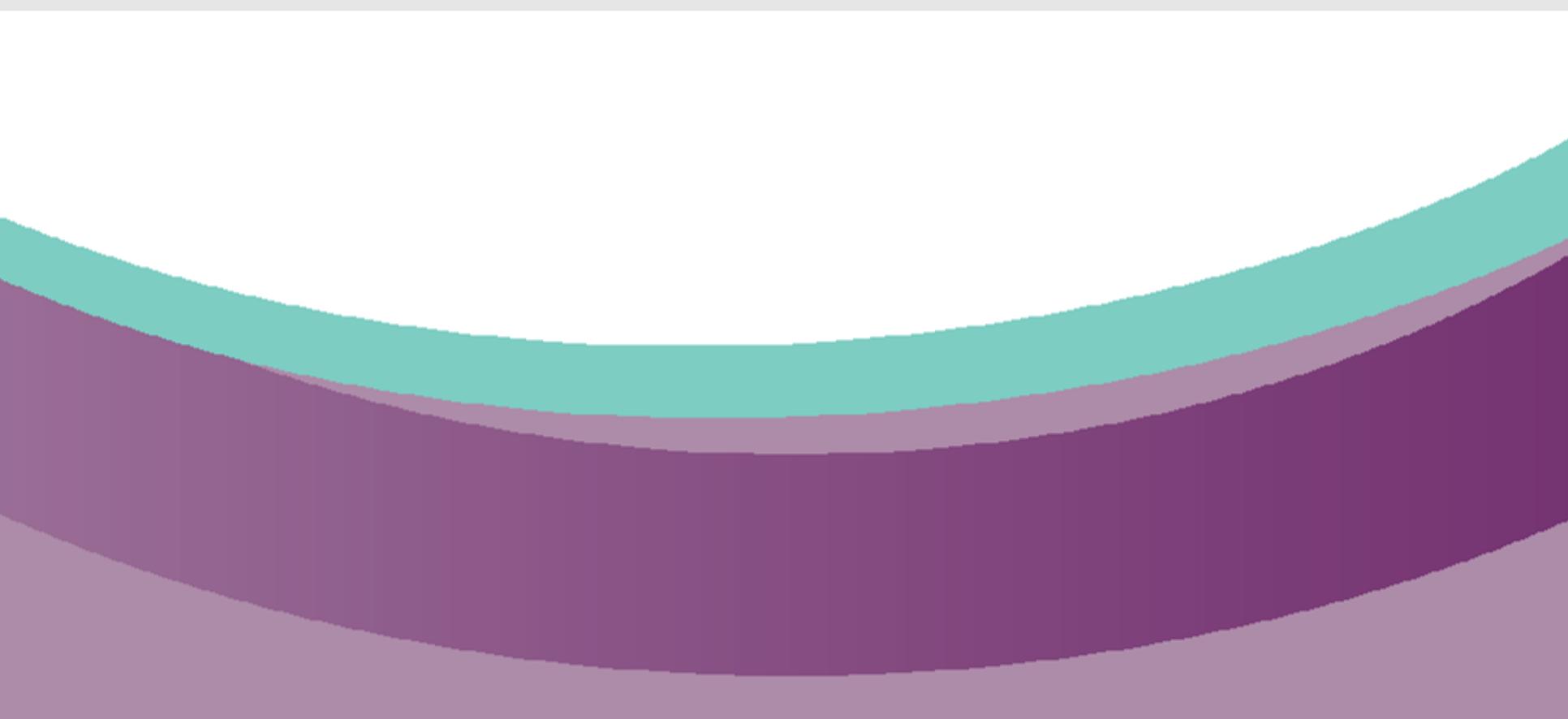
	FTE ¹	% of FTE	Cost	% of Cost
Bedford Borough	2,052		£70.4m	
Customer Management	398	19.4%	£14.0m	19.9%
Service Delivery	848	41.3%	£23.8m	33.7%
Middle Office	383	18.7%	£13.4m	19.0%
Support Services	230	11.2%	£9.8m	13.9%
Strategic Support	192	9.4%	£9.5m	13.5%

¹Based on Activity Analysis data from February 2016 Establishment

DIGITAL OPERATING MODEL – DESIGN PHASE

DOM DESIGN

2. AMBITION OF THE COUNCIL





2.1 DIGITAL PRINCIPLES

At the very start of the programme, the team worked with Council Members and the Management team to develop the following statements to describe the underlying principles for future contact with the Council. The principles addressed the utilisation of modern technology and new ways of working. These alongside the stakeholder outcomes have then be used to build the Council design.

Channel	Principle
Online channel	<ul style="list-style-type: none"> • Primary channel for all services • User's experience at the heart of design – it will be pleasant, fast & efficient • Act as a single front door for residents contacting the Council • Enable residents to complete transactions and assessments at first contact • Divert demand to partners and other agencies at every opportunity • Proactively provide clear and relevant information, removing the need for residents to contact us
Digital technology and platform	<ul style="list-style-type: none"> • Create a 'digital passport' for each resident, delivering a personalised experience every time • Regularly seek feedback on our residents' experience and expectations so we constantly improve • Maximise the sharing of data across the public sector, collaborating with our partners to achieve the best outcomes where appropriate • Keep residents regularly informed of progress through any interaction with us • Encourage and support digital communities for specific interest groups and services, providing a platform for issues to be discussed and resolved without the need for us to intervene • Bring groups together to collaborate around and support an individual and their needs • Give communities the tools to participate in the way we design and deliver services • Perform tasks requiring human intelligence (artificial intelligence) if it works and delivers benefit
Traditional channels	<ul style="list-style-type: none"> • Provide a common digital entry point for residents to access our services • Used to assist and support residents with digital transactions - provide same level of service as online • Accessed after a triage with digital channels promoted first
Specific channels	<ul style="list-style-type: none"> • Maintain face to face services for digital support, complex assessments and emergencies • Provide outreach services for residents that need support • Use one telephone number for residents to contact us and outgoing communications • Eliminate all public facing email addresses, replacing with online functionality wherever possible • Send all emails from 'no reply' addresses and from employee or Council inboxes by exception • Reduce all outgoing letters, only offering by exception or when there is a statutory requirement • Provide SMS or email confirmations as the default options (opt out rather than opt in) • Scan and shred all incoming post on receipt



2.2 STAKEHOLDER OUTCOMES

Following on from the development of the Digital Principles by members of the Executive, at the start of the programme Senior Officers used this guidance to further develop outcomes for key stakeholder groups. These outcomes have provided further direction for the design with the individual service areas.



- Have a clear purpose and use innovation in the way we operate
- Provide sustainable and relevant services
- Be well respected and a place that people want to work for

- Enable and empower residents to do things for themselves
- Create resident engagement to share ideas and gain support
- 'Tell story once' and provide a personalised offer to residents to create a great user experience

- Create a great place to live and work in order to attract businesses
- Provide support for existing businesses and start ups to grow
- Help to develop a digitally skilled workforce for the future

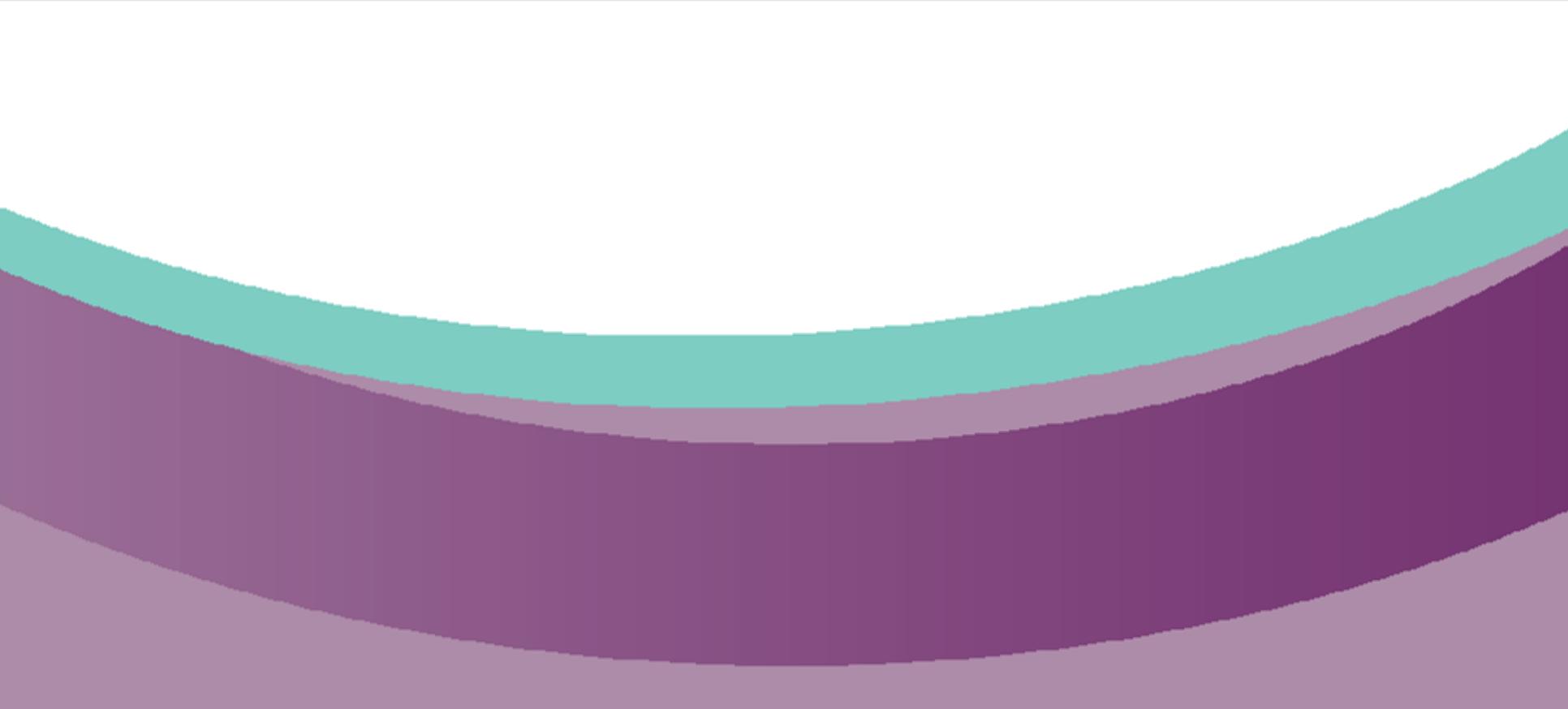
- Have a flexible workforce which is enabled by mobile technology
- Empower managers and staff
- Have IT systems, policies and processes that support and do not hinder officers

- Deliver mutual benefits for the Council and partners to be working together
- Ensure seamless data transfer, enabling transfer of customers across the system
- Transform together - connect and collaborate with partners to facilitate customer outcomes in our area

DIGITAL OPERATING MODEL – DESIGN PHASE

DOM DESIGN

3. NEW WAYS OF WORKING





3.1 NEW WAYS OF WORKING

Throughout the Detailed Design phase the need for new ways of working has been identified. These new ways of working seek to stretch the boundaries of thinking in relation to how a local authority operates while creating an efficient and agile operating model that delivers strategic goals and savings of at least £10m+, has been identified. A number of cross-cutting layers of the organisation were developed, providing a framework to understand how the Council needs to work differently to achieve its ambition.

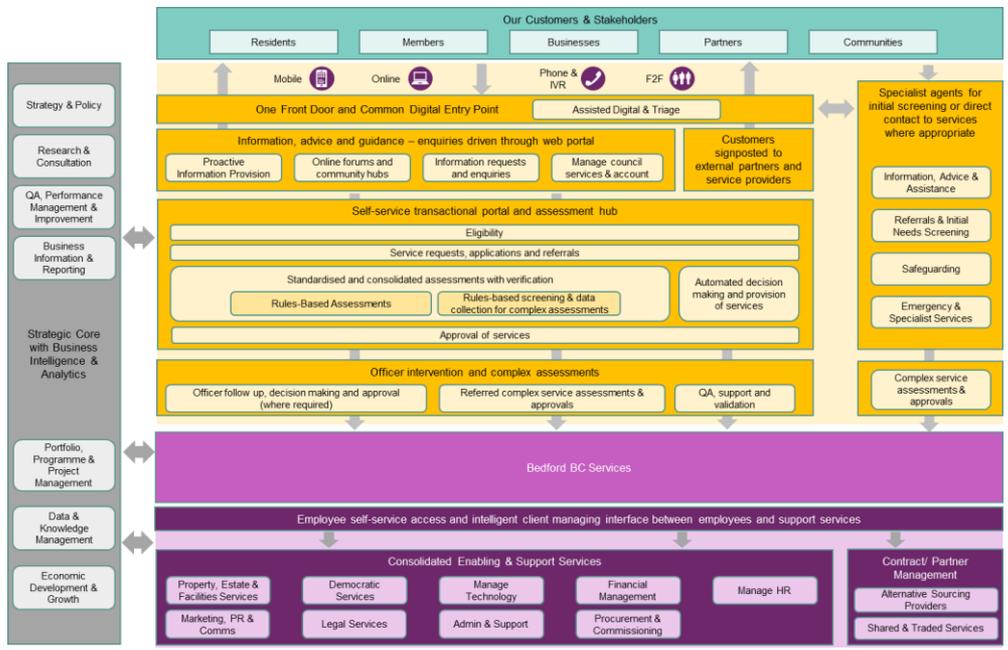
The detailed design of the new ways of working are across the following four cross-cutting Council 'layers' of activity:



- Customer contact and assessment activity focuses on providing a consistent user experience
- Service delivery activity focuses on designing and delivering services
- Support and enabling activity supports the Council to function effectively as an organisation
- Strategic core activity acts as the performance engine of the Council.

These 'layers' represent grouped and common activity within the organisation. They provide an alternative to a traditional 'service area' view and break down siloed thinking and ways of working. They form the basis of the new ways of working and future *Blueprint*.

Future Blueprint (see full diagram on page 17 and in Executive Summary)



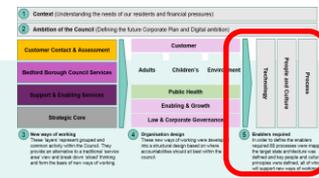


3.1 CASE FOR CHANGE DESIGN PRINCIPLES

The following principles were developed with the Council’s Management Team, and approved by Members as part of the *Case for Change*, to guide the design of each layer. These principles are a consistent set of statements used to drive business change. They are a tool to shape and govern the future of the Council and ensure that the designs we create are strongly linked to strategic objectives. They act as a point of reference throughout the design work and should be used during implementation to guide the development of the digital solutions.

Principle domain	Principle
Customer Contact & Assessment	<ul style="list-style-type: none"> We will consolidate assessment activity where we are collecting the same information and/or duplicating assessments We will promote self-assessments and automation at every opportunity We will grow our capability to deliver programmes in partnership with our communities and our partners, operating as one Council and cutting across Organisation boundaries
Bedford BC Services	<ul style="list-style-type: none"> Minimise the time and resources on services where there may be others who could do it better or for less than us, or where they no longer need to be done by anyone
Support & Enabling Services	<ul style="list-style-type: none"> There will be a mixed economy of in-house and external provision of support services with external provision where others could do it better or for less We will continue to trade our services where there is a need or financial gain Support service activity will be consolidated, bringing together common processes/ activities from across the business The services offered by support functions will be reviewed and re-focused to prioritise areas the Council values We will drive automation and self-service in back office processes at every opportunity We will adopt standard, simplified processes that are consistently applied across services, with clear process ownership Support services will be able to flex and scale up/down at minimal additional cost, to support our growth ambitions Support services will use consistent standards and service level agreements (SLAs) when contracting with service users to manage expectations and focus activity
Strategic Core	<ul style="list-style-type: none"> The strategic core will operate as a corporate service We will have one clearly defined vision, strategy and set of values which guides everything we do for the borough and is promoted and understood by all of us The Corporate Plan will be determined at the corporate level and services will set business strategies within this Business intelligence and management information will be produced from the strategic core The Council’s direction will be determined by corporate outcomes. Services will be held to account to achieve these outcomes Processes will be simplified, standardised and shared across the Council

3.1 DIGITAL THEMES



Seven Digital Themes emerged from the working sessions with staff, which were also validated through the soft market soundings as being the key requirement areas that suppliers are developing their digital solutions around. The next page outlines how these solutions enable the different 'layers' of the *Blueprint* or Council activities. It is then these themes that been used during design workshops to capture service opportunities.



Resident & Business Engagement

An enhanced resident & business experience that makes it easy and enjoyable for users to interact with the Council, using any device.



Digital Community

A place that allows residents and businesses to form interest-based connections within the borough in an easy and transparent manner and one that reduces Council intervention.



Digital Self-Service

Transactions and assessments designed in a way that they require minimum effort from residents and provide decision makers with real-time data and archived history to make rapid decisions.



Intelligent Information

A smarter way for residents to receive and send information. Consolidating and mastering information in one shared place.



Data & Analytics

Real-time dashboards and analytics reports allow the Council to make the right decisions and prioritise actions.



Integration

Designed to support a robust and consistent integration with lines of business as well as a better engagement and seamless flow of transactions across partners for richer insight.



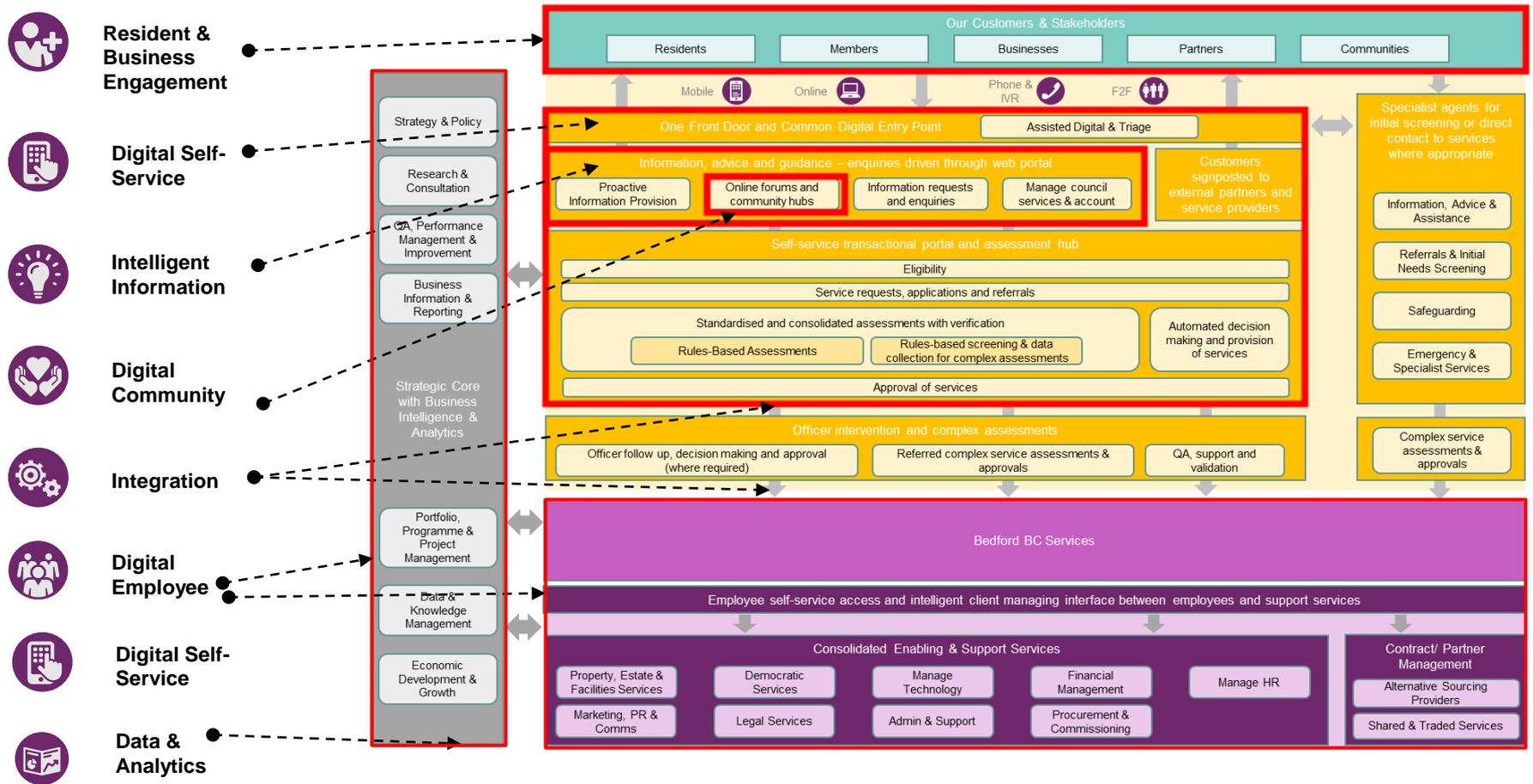
Digital Employee

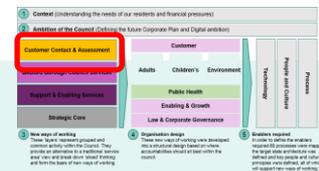
A new way of working that supports and promotes self-service, collaboration and mobility.



3.1 NEW WAYS OF WORKING AND DIGITAL THEMES

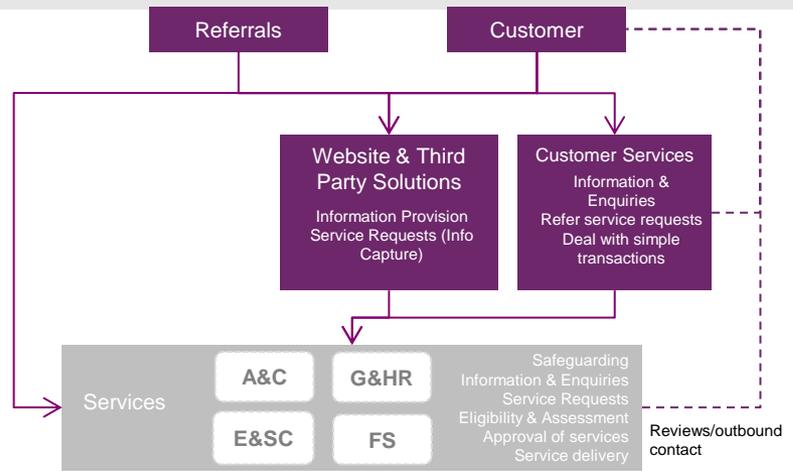
The following diagram provides an overview of how the new digital ways of working across: Customer Contact & Assessment, Enabling and Support Services and Strategic Core will be supported by the Digital Themes.





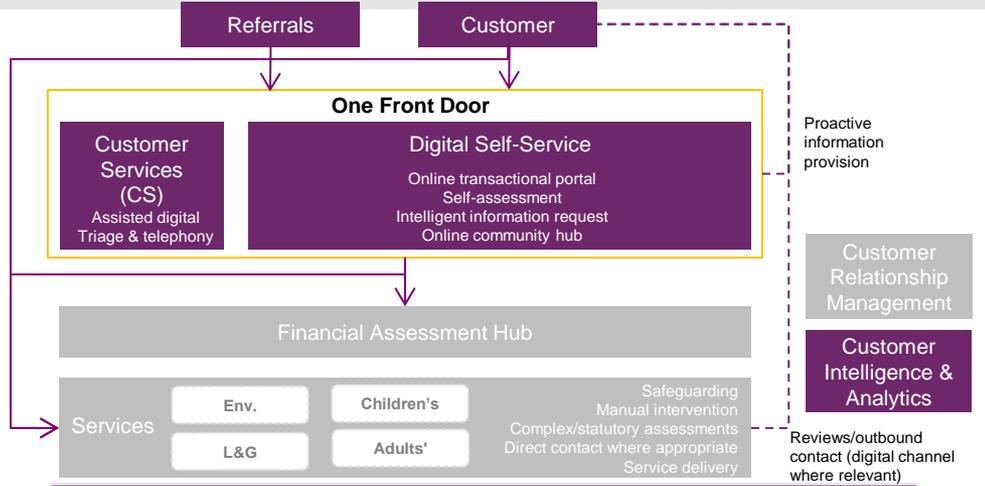
3.2 SERVICE MODEL – CUSTOMER SERVICES

Taking the *Blueprint* step further the following functional model for initial contact has been developed which illustrates the key changes to this activity with the 'One Front Door' to services and increased digital capability to access services. It should be noted that there are a number of exceptions to the 'One Front Door' approach where direct access to service areas will remain e.g. safeguarding, however, it should be noted these are by exception.



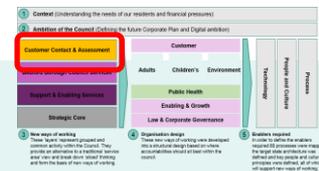
Current State

- Customers have multiple routes for accessing information, including the Council website, customer services, services via direct phone numbers/ email addresses and services via transfers from customer services. There are 58 phone numbers and 59 email addresses on the contact us page of the website.
- Outbound correspondence is managed on a service by service basis with no consolidated view of the customer/family group and whole of Council need
- There are some self-service options available to customers – a range of firmstep achieve forms and third party solutions e.g. synergy parent portal, planning portal and highways/environment reporting tools but manual intervention is often required to take self-service requests and process them into back office systems
- Channel shift programme focussing on web replacement, implementing Agilysis Digital in Revenues & Benefits and upgrading the telephony system
- Some assisted digital support provided with 5 PCs in customer services
- Customer services deal with the initial contact for a lot of services to varying depths but there are separate contact points in other areas of the Council e.g. Adult Social Care, Local Welfare Provision and a lot of traffic directly to services via multiple channels



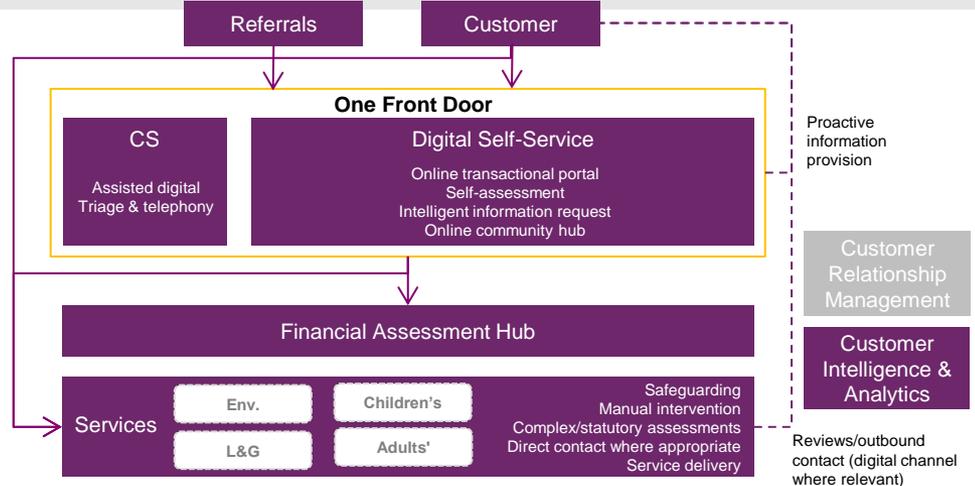
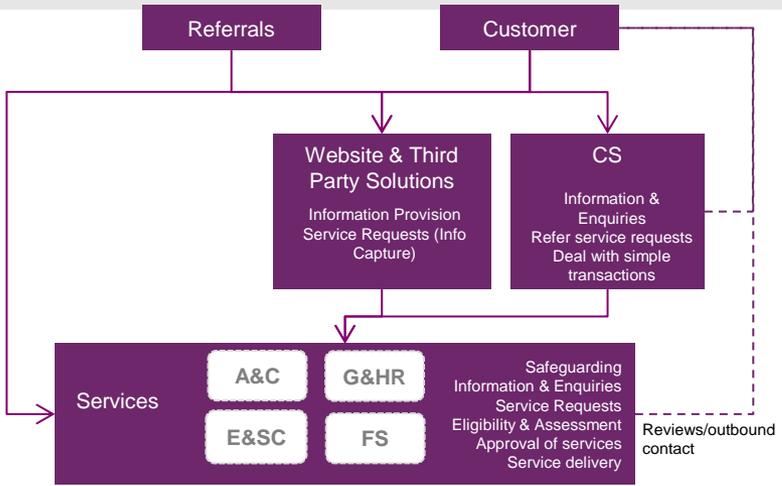
Future State

- The majority of contact, triage and assessment will be via the One Front Door. Assisted digital will guide and support customers to use the digital platform as the default route with support via traditional channels in place
- Clear set of channel principles providing consistency of service
- The onus shifts to a proactive push of information – customers are supplied with information prior to need via a variety of channels of their choice. Information is consistent regardless of access route and predictive search allows customers to easily find the information they require
- There is a consistent look and feel and level of service provision by the digital platform. This will be a single customisable portal offering access to Council services where customers can request services, update details and track progress
- Re-keying of customer supplied information to back office systems is significantly reduced with solutions used by mobile officers
- Enhanced customer experience and focus. Residents empowered and engaged via digital and community participation. The community platform allows customers to collaborate on a wide range of issues to support themselves to solve problems
- Over time, partners will be included in the digital self-service solution, which is extended to support the provision of information from partners



3.2 SERVICE MODEL – FINANCIAL ASSESSMENT HUB

Another key change that is proposed is the consolidation of financial assessment activity. This currently takes place within multiple services areas with limited to no sharing of information and in all likelihood results in a very different resident experience. The following functional models illustrate the key changes to assessment activity in the future with the consolidated Financial Assessment Hub and increased self-assessment capability across the Council.



Current State

- There is currently very limited capability for customers to self-assess their eligibility for Council service provision – one example is the online benefits calculator which gives an indication of entitlement based on the information provided
- Assessments are currently devolved and conducted by each service e.g. finance/welfare assessments conducted as part of Revenues & Benefits, Adult Services, Free School Meals, School Transport, Building Works etc.
- Assessments can be requested through multiple channels, often involving significant manual processes
- Customers provide the same data and information repeatedly when requesting a number of assessments from the Council e.g. after a move or change in circumstance
- Council officers record and access customer information across a number of databases and systems, increasing the time taken to complete an assessment

Future State

- The digital platform will provide a consolidated self-assessment platform providing:
 - Facilitated self-assessments for rules based assessments with automated decision making and reporting
 - Data collection for more complex assessments requiring a face to face or manual component – either by the financial assessment hub or relevant service
- CS to provide support for online process and those who need assistance
- Professional, statutory and complex service assessments will remain in service with online information capture where possible
- The financial assessment hub will provide a function to support cross-cutting financial/welfare assessments internally and with our partners
- Closer working with partners - passing on referral details where customers are not entitled to Council services and receiving referrals from partner organisations where there is an entitlement for Council services
- Fewer assessments and duplication of data collection due to improved customer data sharing
- Easy access to customer data history improving efficiency of assessment
- Further releases could incorporate other assessment activity in the Council into a common assessment hub e.g. needs and environment assessments

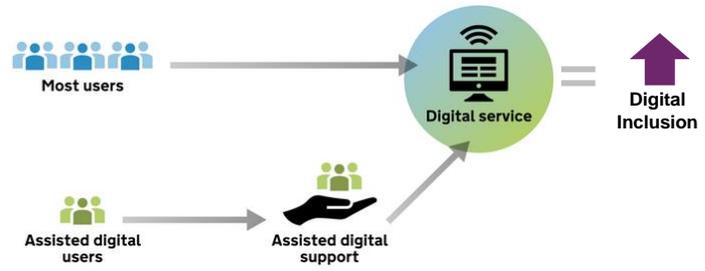
3.2 ASSISTED DIGITAL

In should be noted that many of the Borough’s residents will need support to access and use Council services. An assisted digital offer can take the form of guiding customers to complete the digital process themselves or entering information on their behalf at the Customer Services Centre, via the phone or through web chat. The key principle is that the digital channel is the primary method for recording customer contacts and service requests for all initial contact.

Who needs assisted digital support?

Go ON UK* estimate around 20% of Adults in the UK lack basic online skills. This includes customers that are offline (without access to the internet) and those online with limited digital capability. As well as access, three other key barriers to digital inclusion are motivation, skills and trust. Whilst it is acknowledged that roughly 10% of the population will always need assisted digital support, due to severe disabilities or basic literacy, the key aim of assisted digital is to increase the numbers able to use the ‘digital by default’ services for themselves.

What does effective assisted digital look like?



Residents can be guided to use digital services through the following assisted digital support methods:

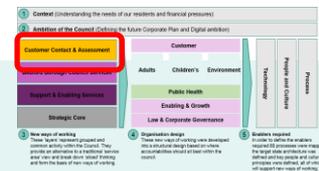
- **Face-to-face:** Outreach visit or at a Council location using own device, self-serve kiosks or desktop PCs.
- **Telephone:** Can be guided over the phone to complete themselves or customer services operator can register and then complete for customer
- **Web-chat:** Customer services operator can support the customer through the process when they are already online and require intervention / support

How does assisted digital drive digital take-up?



Digital take-up is about encouraging able users to use digital services. This is achieved by helping individuals to develop the basic digital skills needed to make the most of being online. Assisted digital can support digital inclusion and build skills so users no longer need support. Digital take up will be a key component of the implementation plan.

*<https://doteveryone.org.uk/>



3.2 CUSTOMER CONTACT & ASSESSMENT OUTCOMES

The new ways of working across customer contact and assessment activity will result in the following outcomes for the Council.

Data, Information and Knowledge

Improvement in data and knowledge sharing across the Council (and beyond where possible) will enable faster decision making and faster assessments for customers, reducing duplication of data provision

- More information and data sharing across services and partner organisations will provide a 'single view of the customer'
- Improved data quality and analytics will support future service demand planning
- Wide knowledge sharing amongst relevant services e.g. residents or businesses who have outstanding debts with the Council
- Focus on proactive prevention through shared information and predictive analytics

People, Skills and Culture

The breakdown of silos, and an increase in cross team working, will increase as a result, driving a one Council approach to delivering customer assessments

- Teams and Services are more open towards sharing relevant data
- Managers are empowered to make decisions
- There is greater awareness of the activities undertaken by other teams and colleagues
- Customer Services staff are trained to be more able to provide digital support and resolve issues at first point of contact

Process and Policy

Consolidation and automation will drive more efficient and effective contact and assessment processes, freeing up time for more value adding activities

- Reduction/stopping of manual forms of payment
- Reduction in manual re-keying of data into systems
- Consolidation of assessments across different services areas, using information and evidence already held
- Consistent policies across all service areas
- Online declarations, signatures and evidence provision and validation

Technology

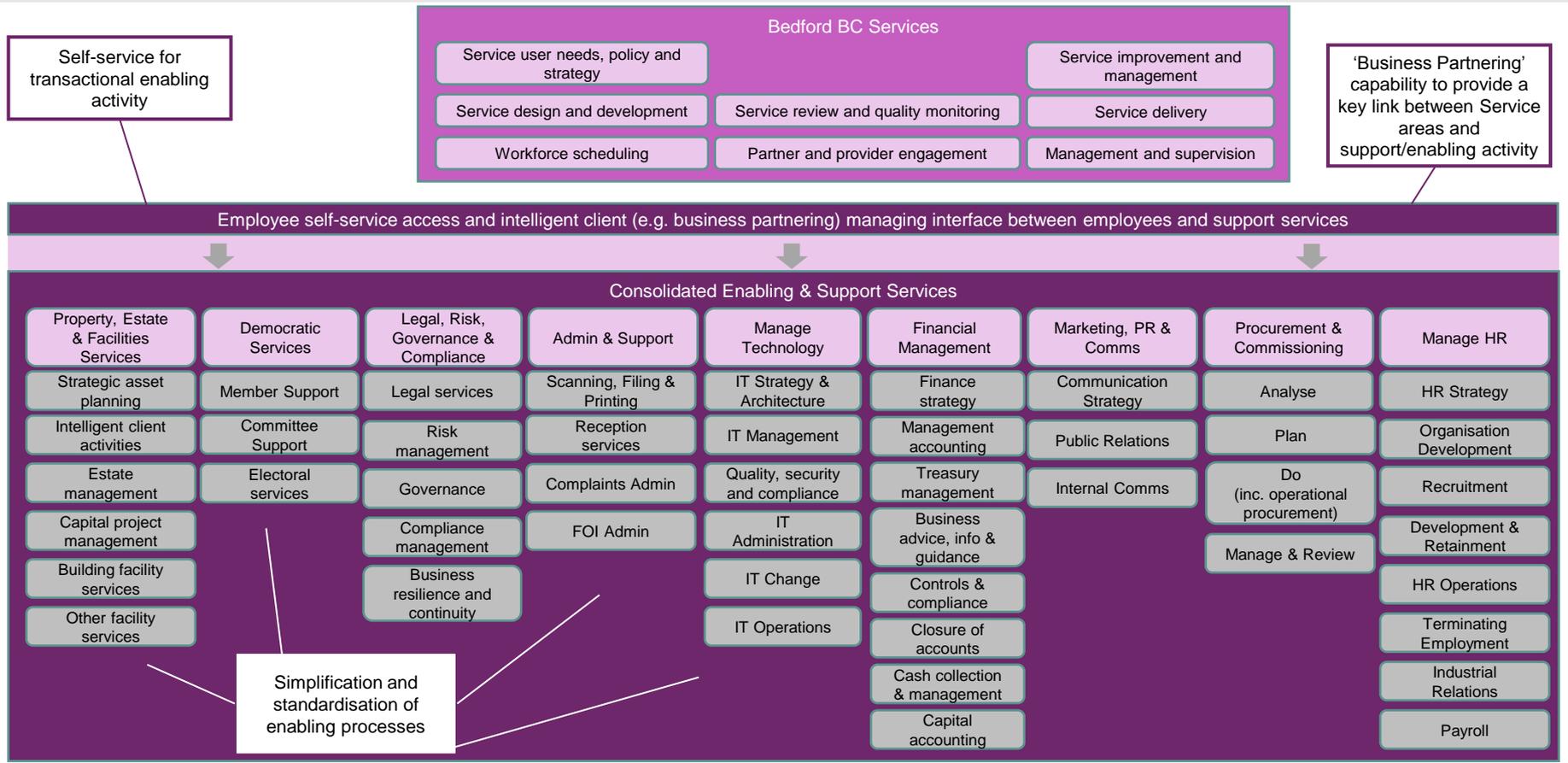
A user friendly, effective and Council wide platform will support residents and employees alike to speed up assessment activity and provide a consistent initial interaction with the Council for customers

- Online residents and business platform which facilitates online transactions, assessments, payments and online appointment bookings
- Integration between the Customer Relationship Management (CRM) and line of business systems
- Assisted digital support to residents
- Agile and innovative environment for developing IT solutions

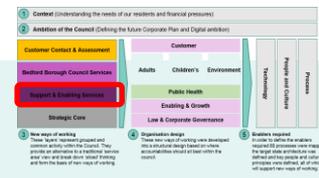


3.3 SUPPORT & ENABLING SUMMARY

Support & Enabling Model: This model has been developed based on workshops with officers, in which opportunities were identified to consolidate, automate and self-serve enabling activity from across the Council. These are not organisational structures, and do not depict teams, they show logical groupings of support and enabling activity. The opportunity for the Council is to consolidate this activity in single functions and improve access points from services into these functions, for example this is the proposal for strategic procurement and commissioning activity.

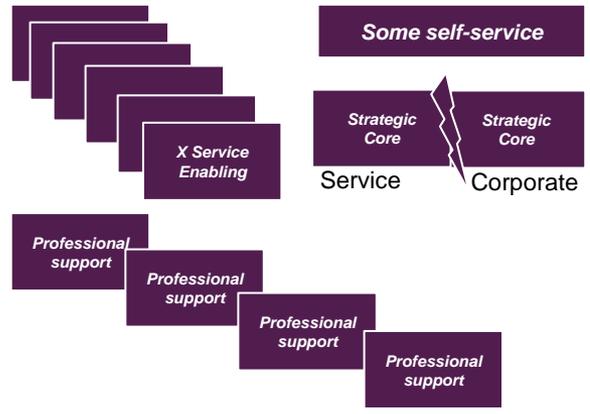


3.3 SERVICES MODEL



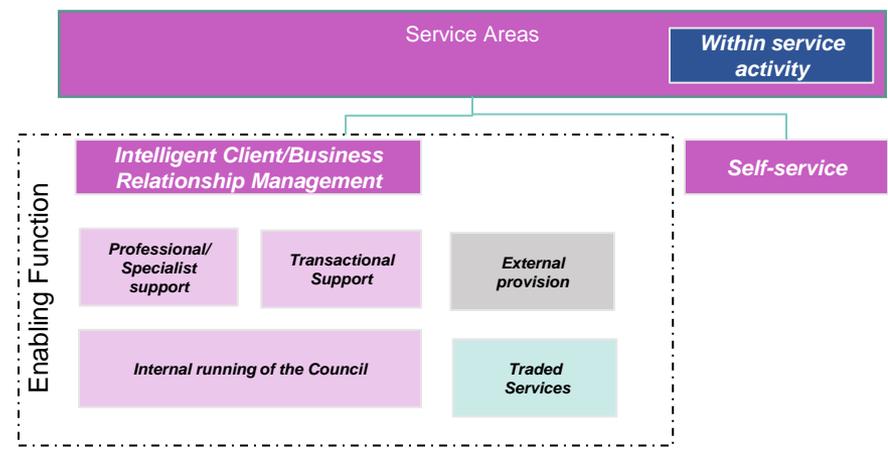
This way of working represents a significant shift from the current fragmented approach to a streamlined future state for supporting services. Key changes as part of the model include: establishing business partnering to support consistent access to enabling services, internal self service portal to enable staff to access enabling services, and consolidating enabling activity from across the Council into centralised functions.

Current State



- Limited self service...**
some self-service tools but not yet consistently applied across the Council
- Multiple Service Enabling teams...**
providing tailored and valued support but preventing economies of scale
- Many small teams...**
with strong culture and service ethos but not necessarily aligned to the corporate vision
- Unclear boundaries...**
support staff having to work harder to deliver value given some lack of clarity about roles

Future State



- Consolidate...**
bring together support activity as a service to the business
- Reduce...**
scale back support activity to a rationed, selected and defined level with more self service
- Self-service..**
Self service access for requesting support , as well as utilisation of technology and collaborative tools.
- Accountability....**
Clearer roles and responsibilities to ensure clarity for all staff

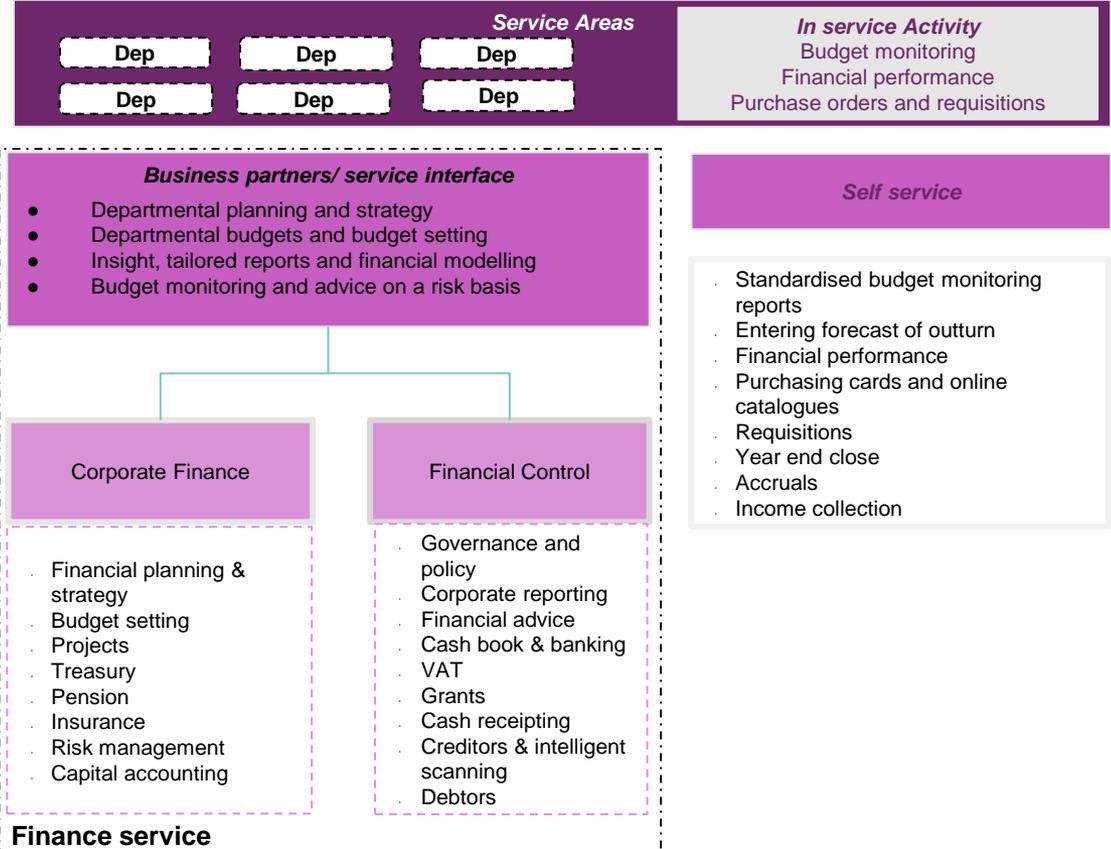
3.3 SERVICES MODEL – FINANCE EXAMPLE

An overview of the functional model has been produced for each enabling and support service. This covers the functions that the support service will be responsible for, what elements of that service will be delivered through self-serve, what the business partnering arrangement would look like with other services, and what will remain the responsibility of each service are. The diagram below sets out Financial management activity.

Current State

- Significant effort on employee accounting due to interface between Northgate and Agresso
- Significant effort on financial projections and volume data for ASC due to Swift
- Inconsistency in budget holder monitoring and reporting. Elements of good practice in places
- Manual internal recharges policy and practices in place, large volumes of virements and journals due to restrictions in financial regulations
- One third of purchase orders raised or goods received after invoices are received
- Invoice processing is manual with a significant proportion of invoices not sent directly to the accounts payable team
- Cash receipting and sundry debtors are split with debt chasing also taking place in services
- Cash and cheques still being accepted alongside invoicing after service delivery
- Procurement cards rolled out to replace petty cash purchases and low value items. No use of online catalogues
- System administration & support team for Agresso and HR Resource Link are in Finance

Future State





3.3 SUPPORT & ENABLING SERVICES OUTCOMES

The new ways of working across support and enabling services will result in the following outcomes for the Council.

Data, Information and Knowledge

Improvement in data and knowledge sharing across the Council for support and enabling services will allow managers to make faster, more informed, decisions and drive towards strategic outcomes

- Managers able to access relevant data for their team (single consolidated view)
- Datasets and information shared across the Council
- Regular communication of Service standards to service areas with forecasting and analysis of future demand
- Improved access to published information e.g. service performance
- Reduction in Key Performance Indicators and improved master data management to increase access to that data

Process and Policy

Clear policies and procedures will ensure processes are standardised and there is one best way of doing things within the Council for all service areas

- Conscious choices about service levels
- Criteria to enable prioritisation of activity
- Streamlined and standardised processes

People, Skills and Culture

The right skills and people to deliver not only services for residents, but also run the Council in a cost effective and efficient way

- Commercial expertise complementing service knowledge
- Improved self-service culture and risk tolerance
- Refreshed role of manager – greater accountability and empowered to manage budget and staff

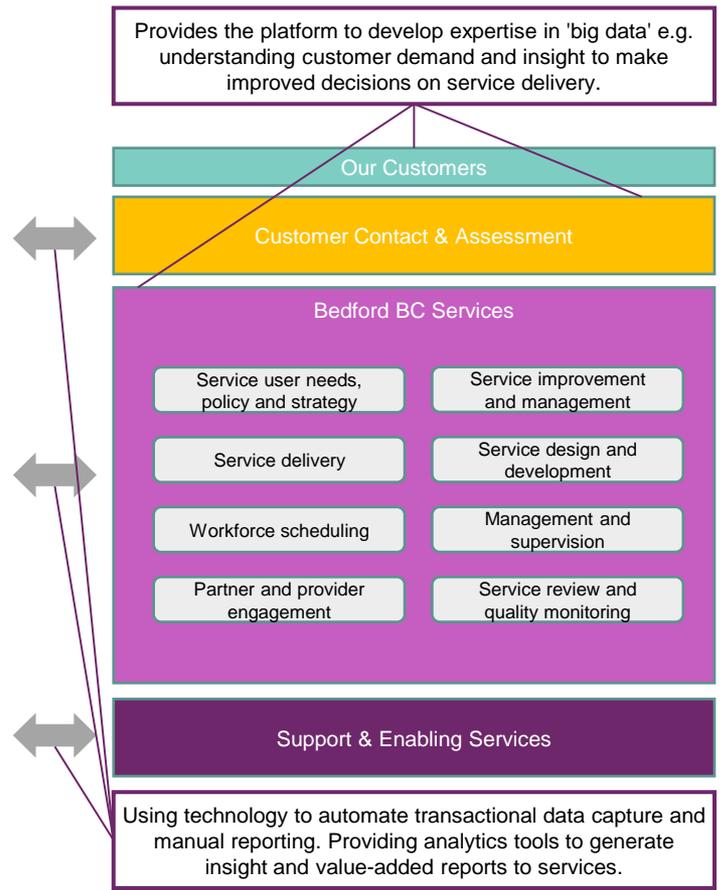
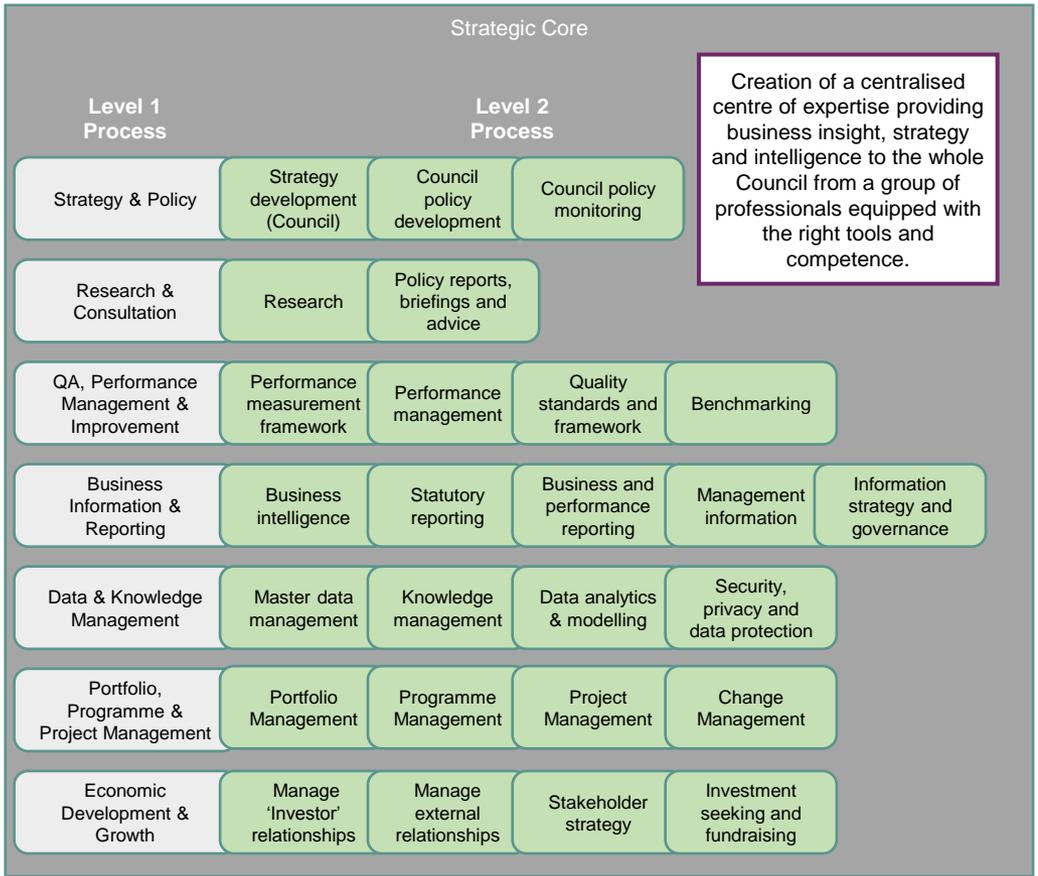
Technology

Technology is able to reduce demands placed on support and enabling services, as well as support a more agile way of working

- Improved technology in order to allow staff to be more agile and allow for flexible working
- Online self-service and self-resolution tools
- Improved tools to facilitate collaboration
- Automated financial analysis and forecasting tools
- Automatic production of reports across the Council

3.4 STRATEGIC CORE SUMMARY

This functional model has been developed from our quantitative activity analysis and strategic core workshop where strategic processes and activity were mapped to the future operating model. In each workshop we identified opportunities to consolidate, automate and self-serve strategic activity as well as priority areas we need to develop. These are not organisation structures, and do not depict teams. This strategic core will represent improved capacity and capability.





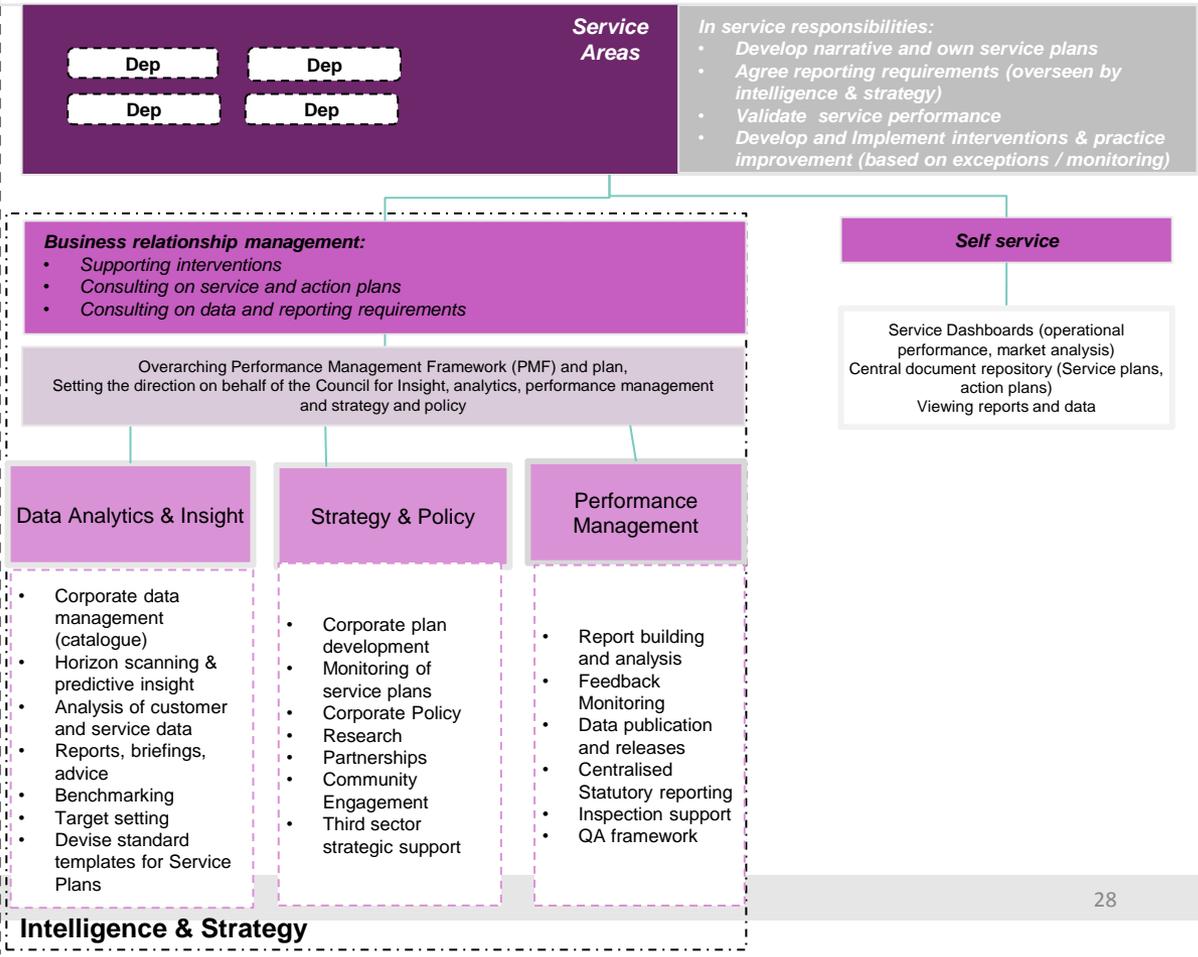
3.4 SERVICE MODEL – INTELLIGENCE & STRATEGY EXAMPLE

Set out below is an overview of the intelligence and strategy activity, it identifies what activities will take place in the corporate function, what elements of that service will be delivered through self-serve, what the business partnering arrangement would look like with other services, and what other services will be responsible for.

Current State

- Corporate Performance Team (CPT) with a remit for embedding the PMF and for carrying out business intelligence, analytics and performance reporting (statutory (including over 65 statutory returns) and non statutory) and supporting inspections across most service areas
- There are also silos embedded with capabilities and resources within some service areas that also carry out their own performance management and data analytics activity on behalf of their own service. This includes data collection, intelligence tools, reporting (statutory and non statutory) and management
- Storage and management of data is currently fragmented and not centralised due to many individual service areas undertaking data management in their own area and maintaining disparate spreadsheets and databases
- Service interaction with Corporate Performance Team in terms of requesting data can sometimes be convoluted with multiple hand offs and conversations (with risks to data quality) involving performance staff sat within individual service areas
- Service Plans are produced by Directorates with limited input from the Corporate Performance Team. The structure, content, quality and monitoring of the plans vary and they tend to be working documents, with no real baseline that would allow progress to be tracked and monitored (with no obvious link to the Corporate Plan), This means services cannot always be held to account

Future State



3.4 STRATEGIC CORE OUTCOMES



The new ways of working across the strategic core will result in the following outcomes for the Council.

Data, Information and Knowledge

- Clearer tracking of progress against KPIs to better monitor performance and mitigate poor performance*
- Make datasets available for management in order to set clear targets for teams
 - Improved data analysis and reporting to allow managers to identify areas of improvement
 - Data to generate insight, rather than just backward looking information
 - KPIs focussed on our residents and their needs

Process and Policy

- Clear one Council vision and approach to monitoring performance and aligning service areas to the Corporate Plan*
- All reporting to be carried out on a monthly basis to monitor performance and implement interventions where needed
 - Processes can become consolidated and simplified ('one best approach')
 - Agreed Council vision with corporate plan communicated to all teams
 - SLAs in place with all service areas
 - Automated systems to reduce manual processing

People, Skills and Culture

- Clear accountability, capabilities and purpose for all roles within the Council will ensure everyone is driving towards the same strategic outcomes*
- Clarity on roles & responsibilities for strategic core and service departments
 - Staff trained on data analytics and digital skills
 - Improved self-service culture and skills to access and interpret performance data
 - Project teams working together and not in silos
 - Culture of knowledge sharing

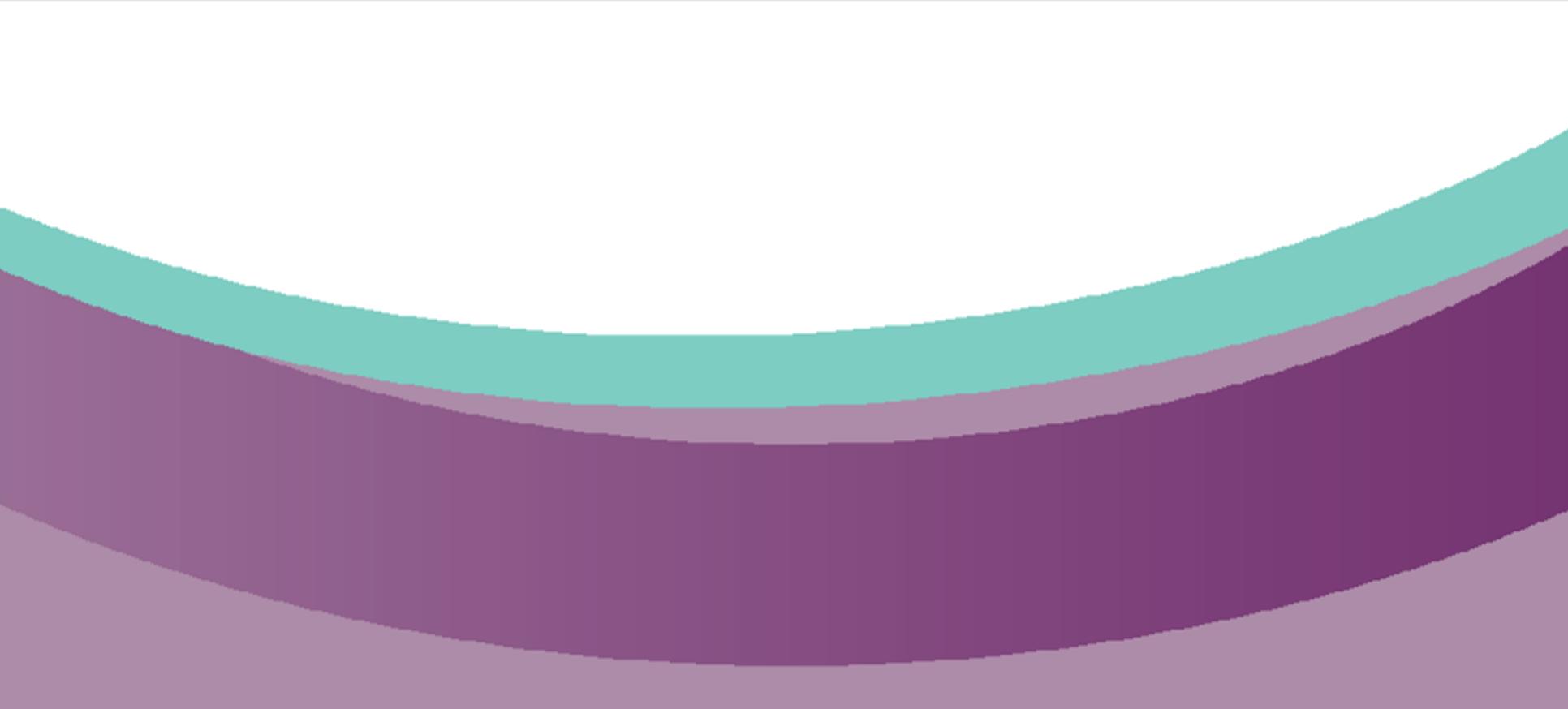
Technology

- Insight and Analysis will support strategic decision making*
- Dashboards to provide real time information in order to support teams to prioritise
 - One Council system for all employees - this will be further developed to provide a single view of employees
 - Use of collaborative tools to improve report production, ability to co-create material and avoid manual version control

DIGITAL OPERATING MODEL – DESIGN PHASE

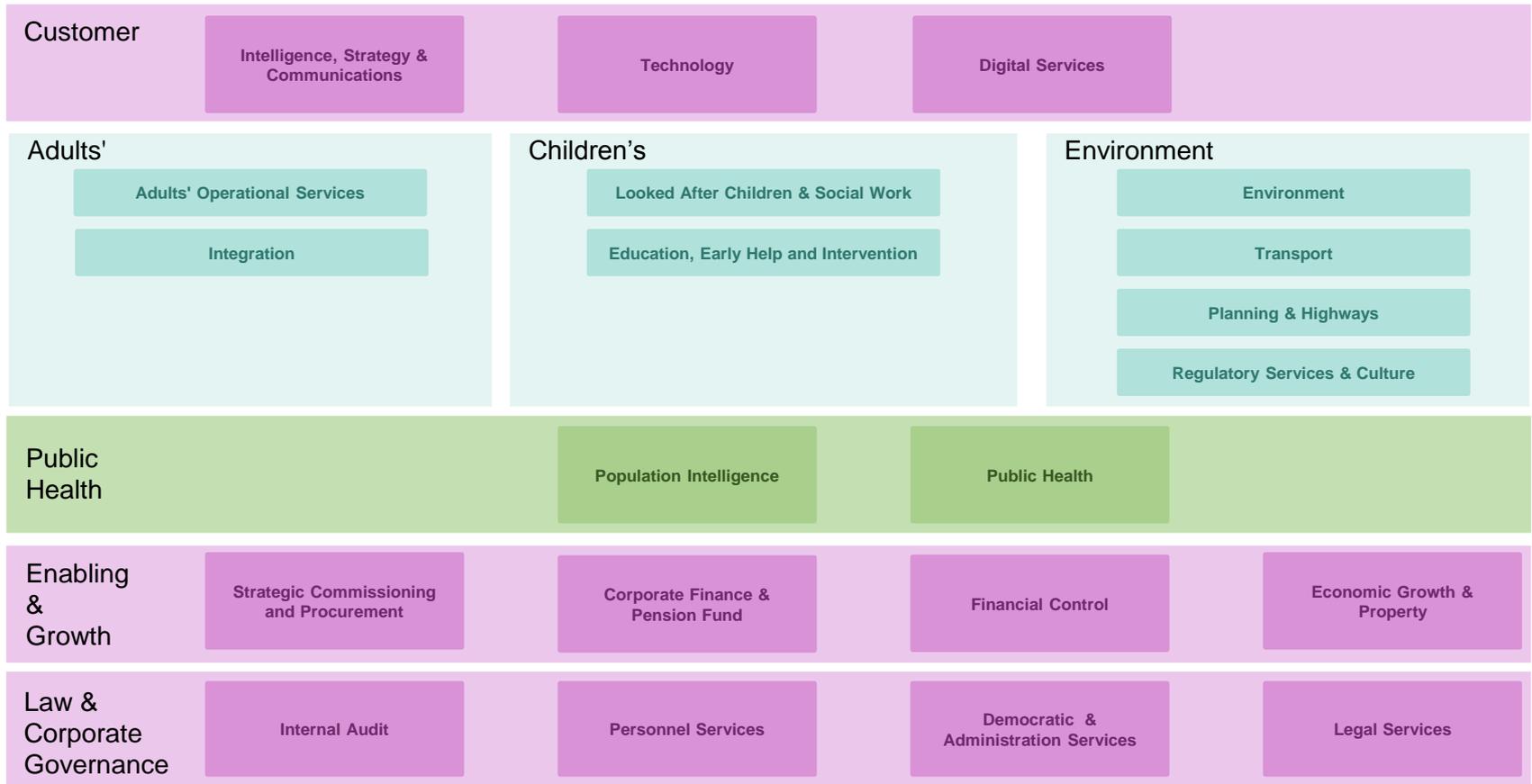
DOM DESIGN

4. ORGANISATION DESIGN



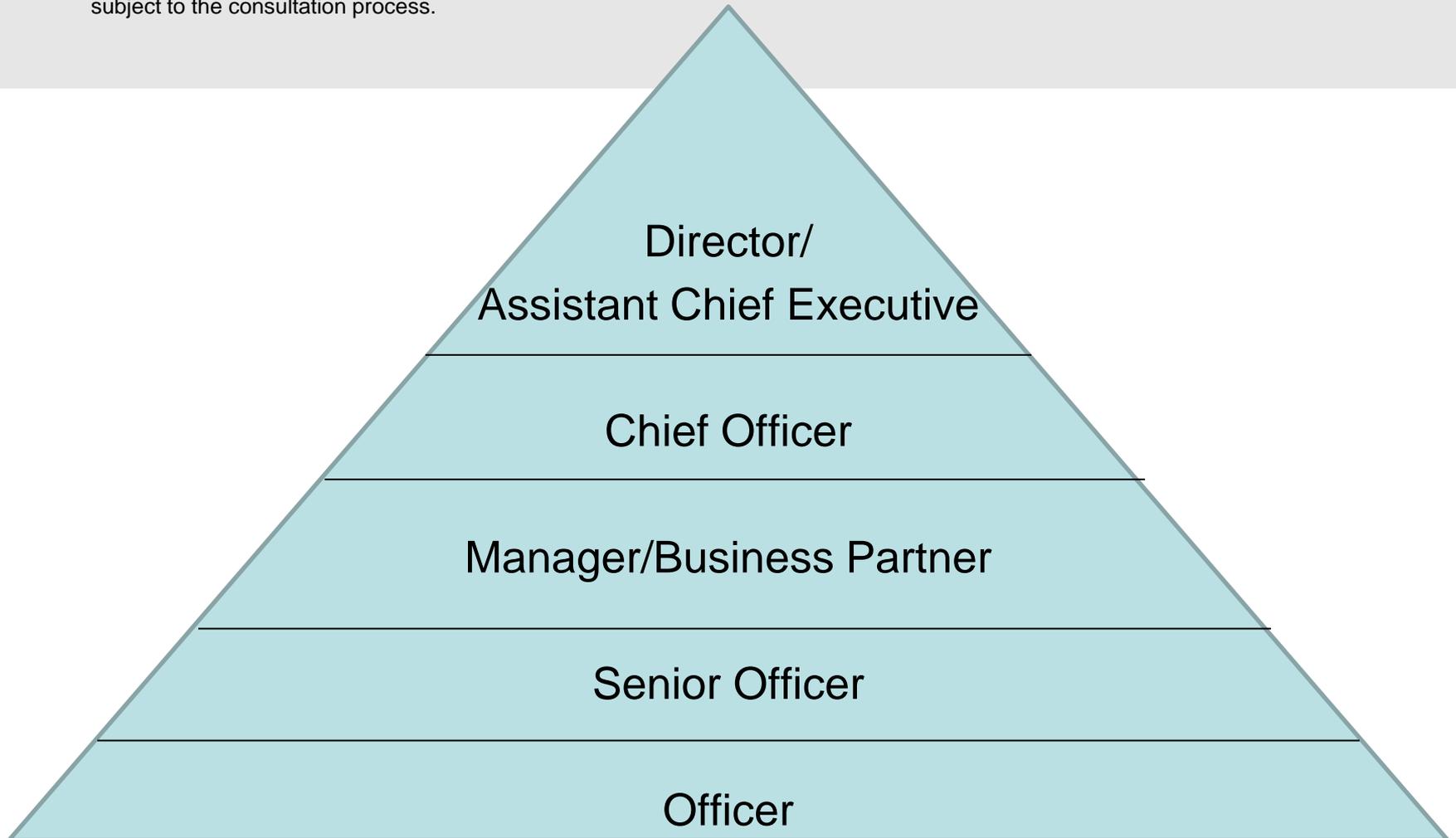
4.1 COUNCIL OVERVIEW

- **The Bedford Borough 2020 Digital Operating Model creates new proposed functions,** as shown in visual representative of Bedford Borough Council’s end state organisation design. This model identifies the building blocks for the council’s corporate structure.



4.2 LAYERS OF STAFFING

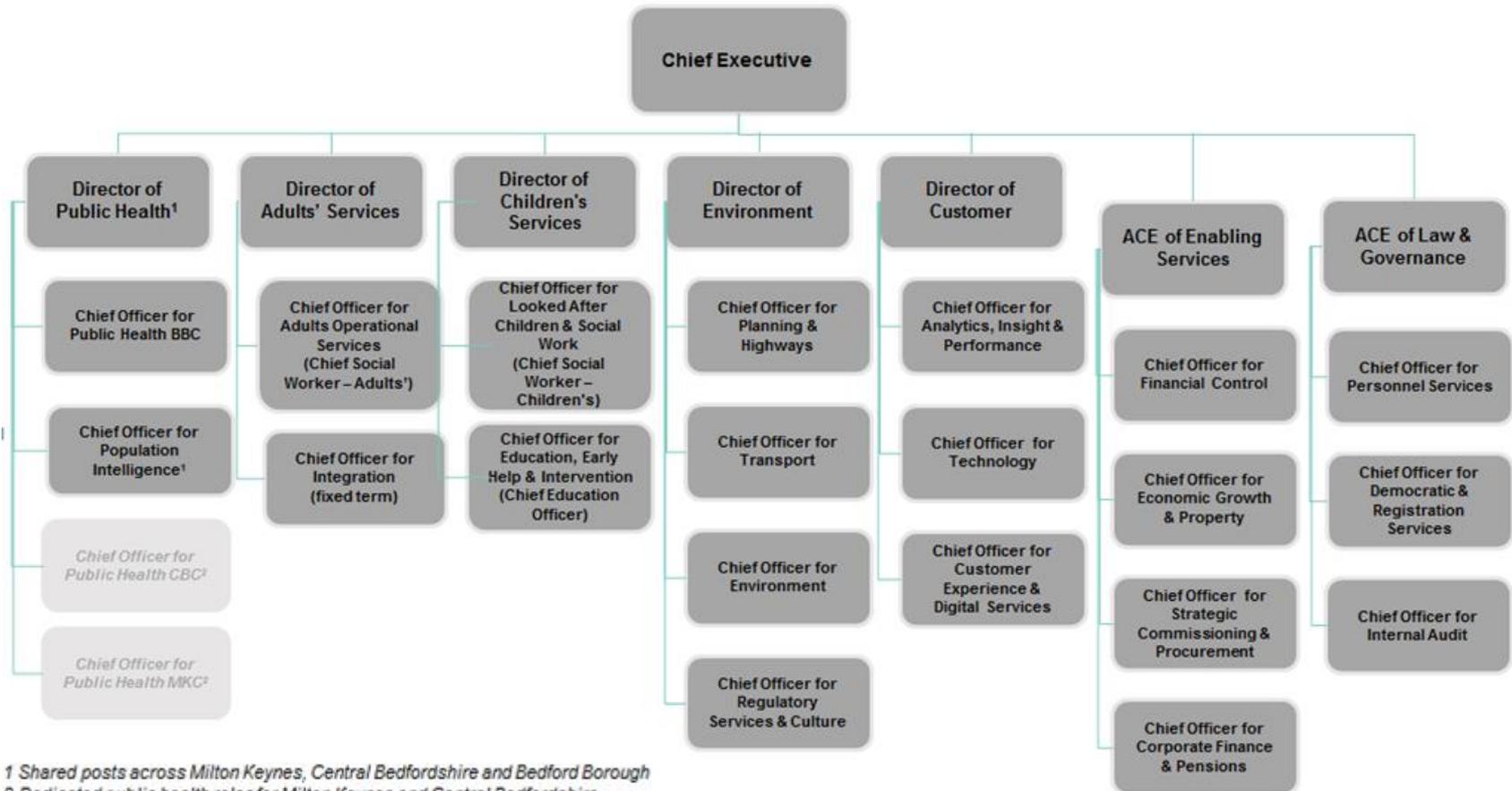
The figure below shows the proposed layers of staffing. These have been agreed as part of the Workforce Deployment Model and are subject to the consultation process.



NB: Not all structures need all layers

4.3 PROPOSED LEADERSHIP ORGANISATION STRUCTURE

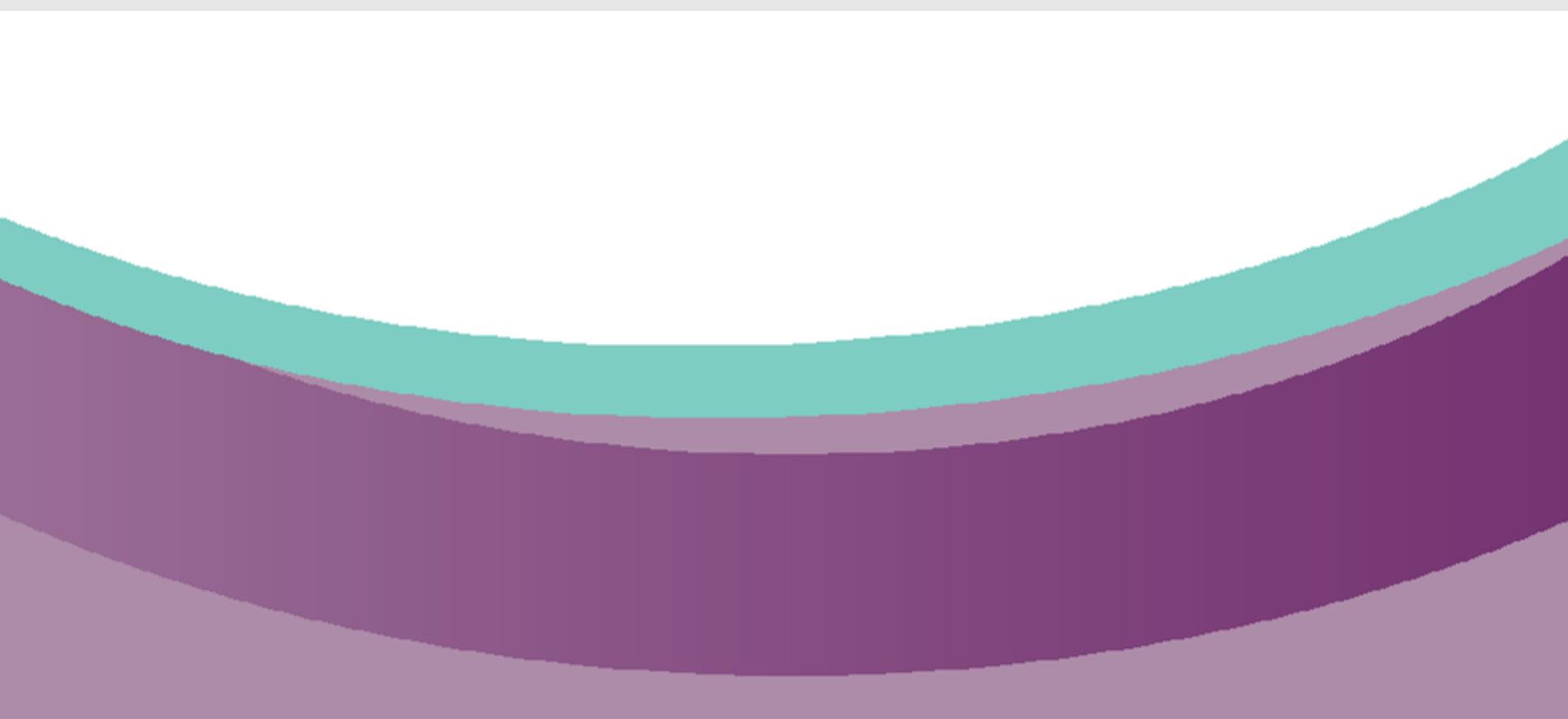
The diagram below shows the proposed leadership organisation structure, which is draft subject to the consultation process.



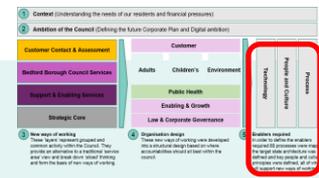
DIGITAL OPERATING MODEL – DESIGN PHASE

DOM DESIGN

5. ENABLERS



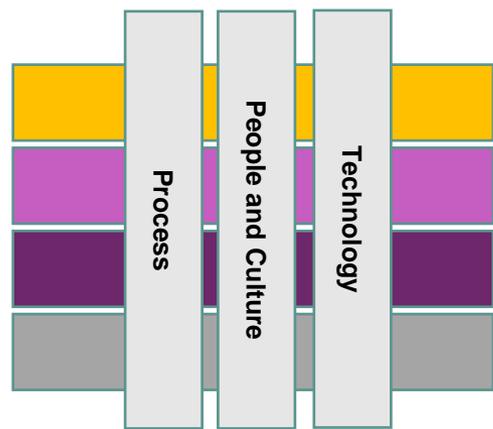
5. ENABLERS OF THE DESIGN



There are a number of enablers that are required to deliver the proposed new ways of working. Significant changes are required across the whole of the Council if change is going to be delivered, including the people, skills and culture, processes and the underlying technology. Through the work to date we have identified the specific enablers that will be required for each service area to transform, the following slides summarise these enablers.

Interaction between new ways of working and enablers

The new ways of working shown across the horizontal cross-cutting Council 'layers' are delivered by the three vertical enablers shown below.

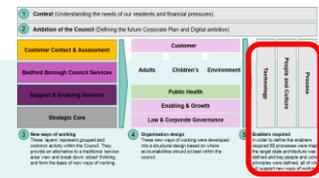


Overview of enablers

The enablers to deliver the change required are:

- **Process** – the simplification and standardisation of processes. Redesigning processes from a resident's perspective resulting in significant streamlining.
- **People and culture** – an upgrading of the digital skillset, competence and capabilities of staff. A change in culture at member, leadership, and staff level to provide greater empowerment, role model agile working and adopt more digital practices.
- **Technology** – providing the underlying technology and support to adopt modern customer-focussed working practices.

The following pages describe each of these enablers presenting the principles for how they will operate in the Council's digital operating model.



5.1 PROCESS SUMMARY

A key principle of the Design Phase has been to develop a 'one best way' approach to processes. However, it should be noted that exceptions to this may exist where appropriate, The project have developed and used process frameworks to help structure the design – prioritising 80 processes to redesign and map during this phase with service areas.

Key features of the approach

- ✓ Achieve consistent high level (Level 1/2/3) process definitions across the Council
- ✓ Focused priority to-be process design (Level 3) in areas that met the criteria
- ✓ Worked with service representatives to share best practice in line with the *Blueprint* and challenging existing ways of working

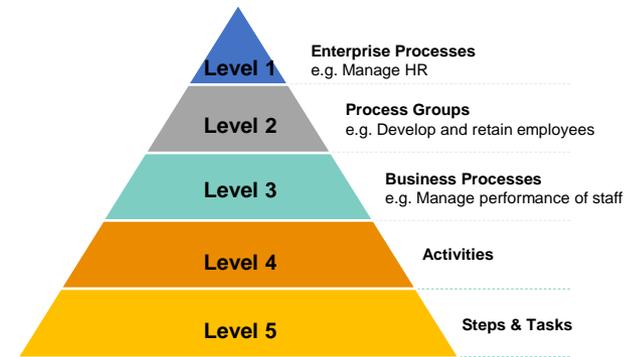
What are the benefits of a 'one best way' approach?

- ✓ A Council-wide approach to planning
- ✓ Processes are simplified and costs are reduced
- ✓ Data quality and management information are improved
- ✓ Processes are managed independently of functions, ensuring 'one best way' across multiple functions
- ✓ The same service can be delivered to service areas from a central source
- ✓ Service areas benefit from learning, development and continuous improvements across processes simultaneously
- ✓ Customers (internal and external) receive a more consistent experience

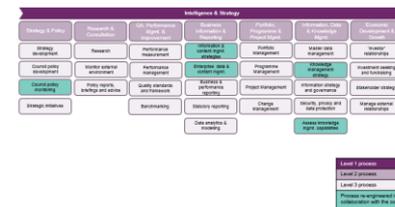
Role of the process owner & organisational design

The organisation design will allocate 'process owners' at different levels of the Council providing a single point of accountability. They are accountable for the end-to-end design of the process, its efficiency and effectiveness, defining key performance indicators to measure delivery against it, and for continuously improving the process going forward. The owner will also need to anticipate demand so that they can design and implement the process effectively, and monitor the process to ensure all business units comply with it.

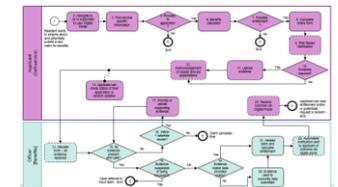
Process Framework & Level of Detail



Process outputs can be accessed in Supporting documentation 1: New Processes



Enabling & Support Process Frameworks



80 Redesigned Processes (Level 3)

1	Context (Understanding the needs of our residents and financial pressures)	Customer	Customer
2	Ambition of the Council (Defining the Future Corporate Plan and Digital ambitions)	Adults	Children's Environment
3	Customer Contact & Business	Public Health	Enabling & Growth
4	Support & Enabling Services	Law & Corporate Governance	
5	Strategic Core		
6	Organisation design		
7	Enabling & Growth		
8	Customer Contact & Business		
9	Support & Enabling Services		
10	Strategic Core		
11	Organisation design		
12	Enabling & Growth		
13	Customer Contact & Business		
14	Support & Enabling Services		
15	Strategic Core		
16	Organisation design		
17	Enabling & Growth		
18	Customer Contact & Business		
19	Support & Enabling Services		
20	Strategic Core		
21	Organisation design		
22	Enabling & Growth		
23	Customer Contact & Business		
24	Support & Enabling Services		
25	Strategic Core		
26	Organisation design		
27	Enabling & Growth		
28	Customer Contact & Business		
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72	Enabling & Growth		
73	Customer Contact & Business		
74	Support & Enabling Services		
75	Strategic Core		
76	Organisation design		
77	Enabling & Growth		
78	Customer Contact & Business		
79	Support & Enabling Services		
80	Strategic Core		

5.1 SUMMARY OF PROCESS DESIGN

Over thirty working sessions were held with service representatives throughout the design phase to map and redesign a prioritised list of 80 processes. These were also used in the wider design to provide evidence based assumptions on the potential opportunities from the remaining processes that were documented and discussed during this phase. These outputs will be used to inform and continue the detailed process mapping required during implementation. Details of the 80 processes can be found in the Supporting Document 1: New Processes.

Front office processes

221
Level 3 Processes Identified during the design phase

110
Level 3 Processes reviewed in workshops - opportunities to automate and self-serve discussed

50
Level 3 processes redesigned with and signed off by service areas

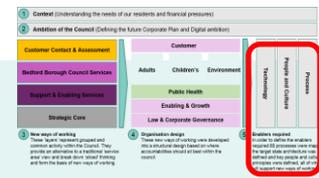
80
Level 3 processes redesigned with and signed off by service areas during the design phase

Enabling and strategic core processes

241
Level 3 Processes identified during the design phase

141
Level 3 processes reviewed in workshops

30
Level 3 processes redesigned with and signed off by service areas



5.2 PEOPLE & CULTURE – PRINCIPLES

A large part of the transformation is reliant on technology change, however, equally important is the role of people and the Council's culture in delivering sustained new ways of working. There are a number of principles required to guide the development of the future organisation, some of these are already in place and it will be a case of building on these as the Council moves forward. During the implementation, critical effort will be placed on change management and digital take up.

What needs to be in place?

- Members and senior management of the Council support and champion the change by role modelling new behaviours and ways of working, as well as empowering officer leadership and staff to run the operations of the Council.
- The Digital Operating Model will require new skills that are unlikely to be fully available within current resource. Training will be required to make the new digital ways of working successful by ensuring the Council is utilising staff with the right skills and abilities.
- A Council with a re-balanced risk appetite, where individuals are trusted and encouraged to trial, test and learn.
- A performance driven culture where poor performance is dealt with and positive performance is praised & recognised.
- All indicators, actions and outcomes are connected through a golden thread from what residents need, to Corporate Strategy, to what officers do.
- An evolved Council that is more agile and responsive to disruption, and is able to adapt by implementing change on a rapid and ongoing basis.
- A workforce that is tech-savvy, mobile and can work remotely. A workforce that is not constrained by teams or services, but thinks in a multi-disciplinary way.
- Managers managing in a consistent and empowered way (managers have time to manage, setting clear targets for teams, managing and reviewing performance regularly, providing coaching, helping staff to address skills gaps, managing staff virtually, checking adherence to common standards).
- Competencies and procedures to support the new organisation and reflect the required attributes and behaviours to deliver new ways of working.
- A Council-wide commitment to being resident focussed including conducting ongoing user research, testing online sites and services with end users and acting upon what is learnt to ensure a high quality user experience.

Benefits for residents & the Council

- Better interactions and relationships between members, residents, businesses and Council employees.
- Strong staff morale through empowerment, autonomy, trust and the tools to deliver effectively.
- Foster an organisational culture of continual performance improvement leading to ongoing efficiency benefits.
- Potential to rationalise the Council's asset portfolio by enabling more staff to no longer need to work in an office environment.
- Staff who are more engaged during the digital change programme and beyond.

5.2 PEOPLE & CULTURE – AGILE WORKING

Another key component to enable new ways of working will be embracing agile working. Agile working is not just about providing a piece of technology for staff, but changing the working practices for staff, including working locations, working hours, job sharing, hot desking, outcomes based performance. The Council has successfully implemented mobile working within areas of the Environment Service and trials are taking place in some areas of Adults' & Children's Services, but there is more that can be done to support staff and evolve working practices.

Agile working

A key element to enable the *Blueprint* is an empowered, networked and agile workforce. While technology is one enabler for agile and flexible working, there are many other factors which must be considered and incorporated in order to be truly agile:

- A greater focus on outcomes and delivery
- Trust, communication and empowerment of both managers and their teams
- An awareness that one size doesn't fit all (service areas have different needs for different roles)
- New ways to better support service teams
- Overcoming risk aversion (e.g. budget control and staffing levels)
- Communal areas to share and collaborate

Examples of different role requirements



Desk based



Multi-site
(planned locational working)

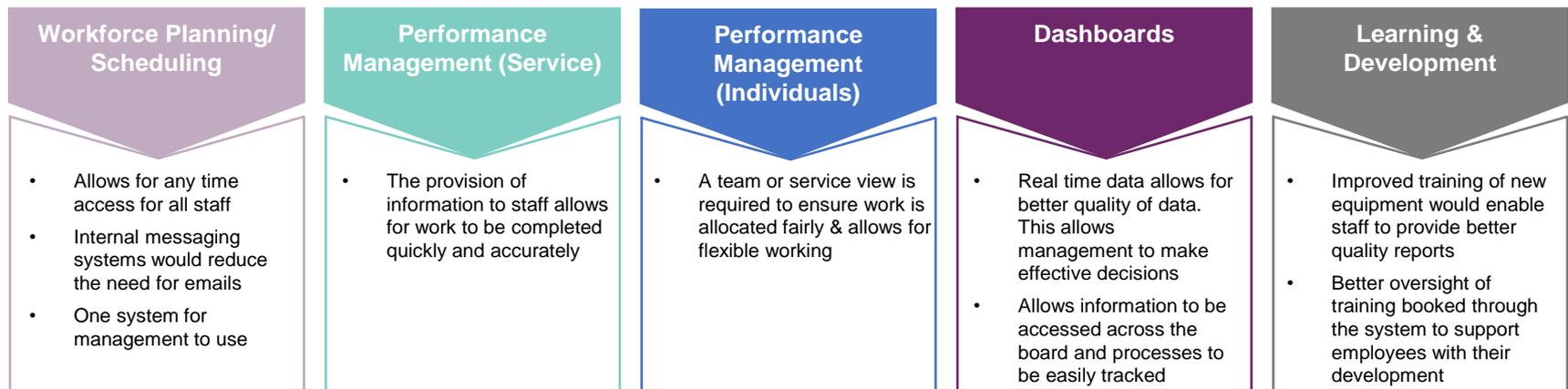


Home based

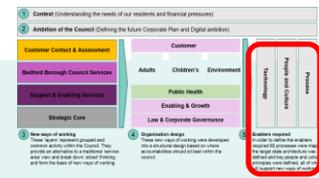


Specialist
(unplanned locational working)

Key requirements for agile working that staff have proposed:



5.3 TECHNOLOGY PRINCIPLES

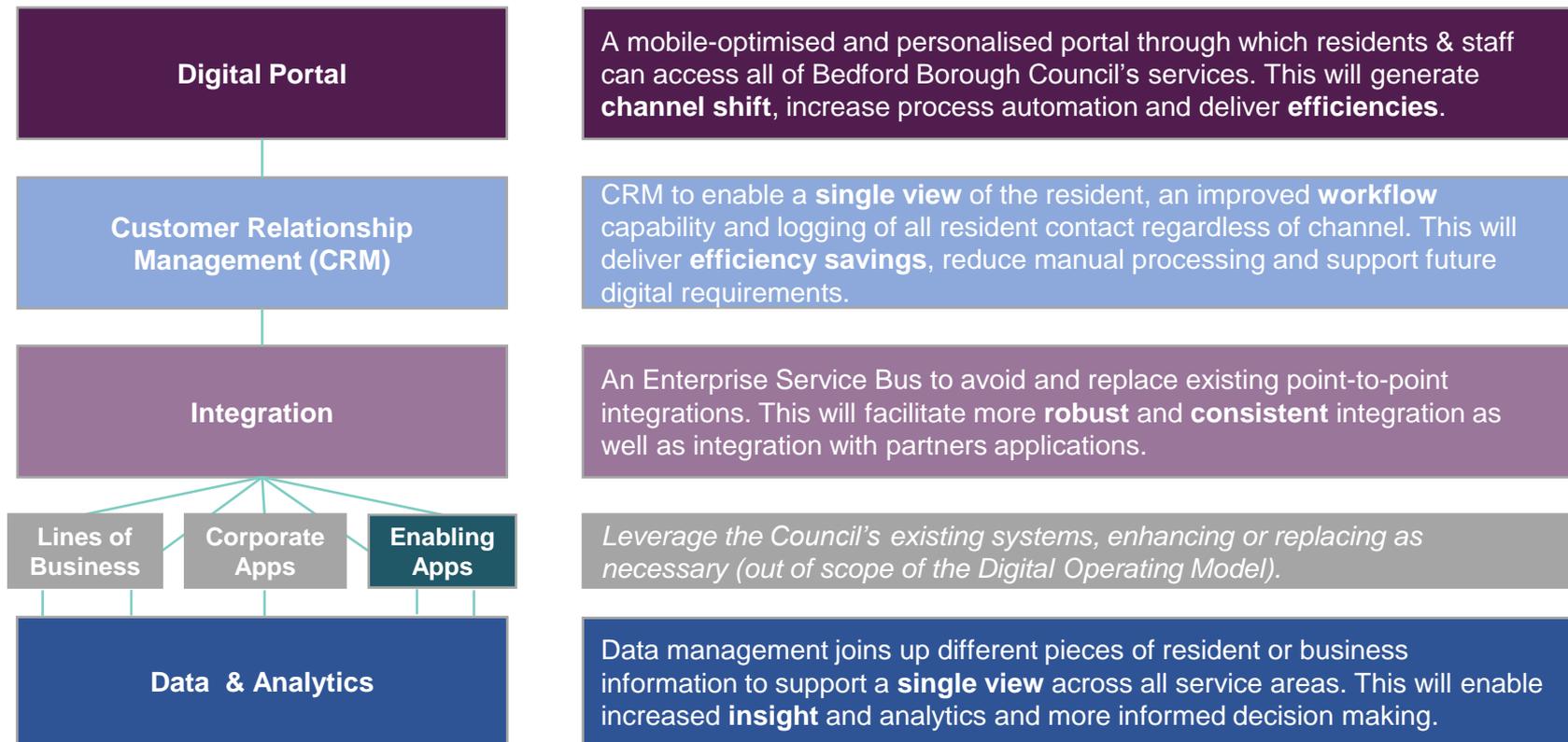


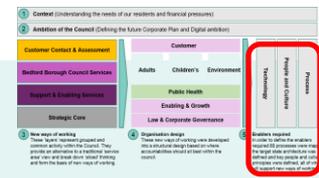
The Council’s technology strategy has four core ambitions: data-centric, corporatised IT, cloud by default and use of commercial off the shelf (COTS) technology. These focus areas are underpinned by a set of technology principles which will inform decision-making about technology investment going forward. These principles have been used to develop the digital platform requirements.

Domain	Principle
User focus	<ul style="list-style-type: none"> We steer the direction of information technology solutions to deliver excellent resident, business and employee services that meet and adapt to user demands as these evolve.
Secure and resilient	<ul style="list-style-type: none"> We design solutions and select technologies that incorporate information management, security and data protection needs. We partner with external partners and technology suppliers to develop and share best practice.
Industry best practice	<ul style="list-style-type: none"> We strive to use technology that follows proven and published standards, whether open source or commercial. We select technologies that reduce the complexity of information and systems integration. We deploy systems and services that can be scaled without altering the basic design or architecture of the system.
Integrated	<ul style="list-style-type: none"> We avoid divergent implementations of technologies that may require additional cost, training, or could confuse our users. We encourage vendors to make their products integrate with our infrastructure and require interoperable solutions.
Automated	<ul style="list-style-type: none"> We strive to automate routine and manual tasks related to every aspect of IT service. We will implement automation that enhances efficiency, improves resident service and allows us to successfully scale up support across Bedford Borough Council. The tools we use for IT support improve the experience of our users.
Common use applications	<ul style="list-style-type: none"> Development of applications used across the enterprise is preferred over the development of similar or duplicative applications which are only provided to a particular business area. Common platforms and standards will be adopted that will drive business process standardisation.

5.3 TECHNOLOGY ARCHITECTURE OVERVIEW

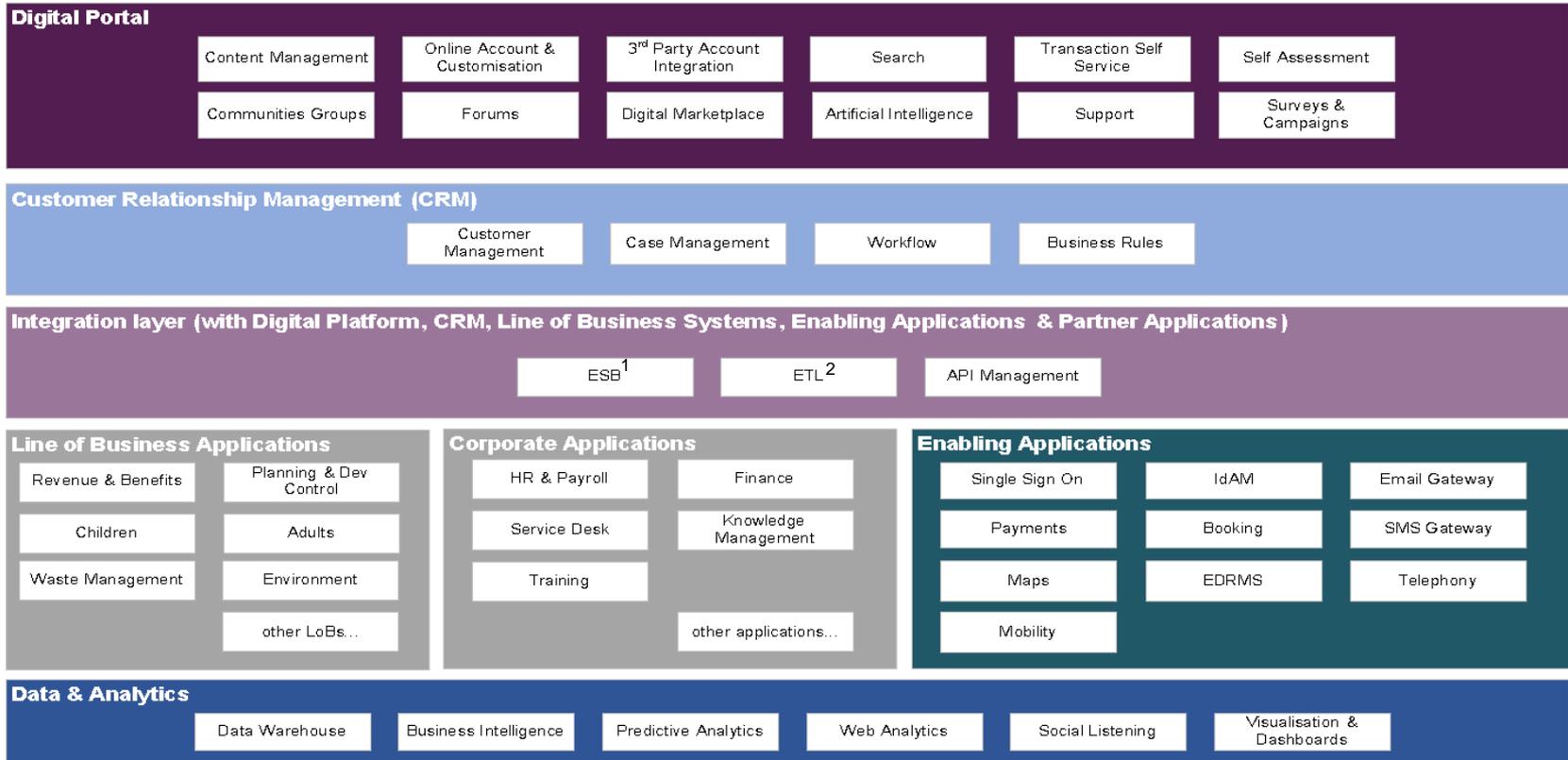
The technology components required to deliver the change have been collated to form an architecture that will underpin the Council's future state. These have been integrated together into a high level architecture that illustrates how the different components will work together to enable the future state design.





5.3 TECHNOLOGY ARCHITECTURE

The high level architecture has been further detailed to illustrate how the emerging requirements from the Digital Themes are delivered through the components of the digital platform. Full details and information are provided in the Supporting Document 2: Target State Architecture.



¹ Enterprise Service Bus
² Extract, Transform, Load

5.4 DIGITAL THEME – RESIDENT & BUSINESS ENGAGEMENT

The technology solutions which underpin the Digital Themes mentioned earlier, will provide a number of features for residents and staff. To bring this to life, the following slides set out some examples of what will be different for residents and staff from the new digital way of working. Resident and Business engagement as a theme will provide an enhanced resident & business experience that makes it easy for users to interact with the Council, using any device.

Use of **pictures and graphics instead of text** where necessary to improve usability of interface for all users

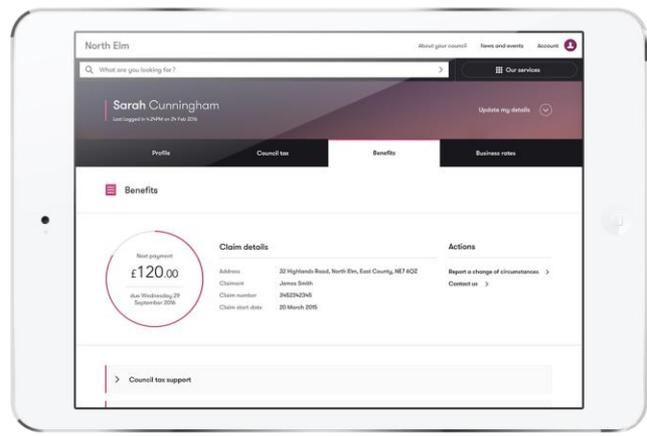
A notifications component to prompt users when they have a task they need to fill out, any messages they have received and updates on completed submissions

Interaction log keeps records of all prior contact, service requests and assessments (e.g. record of calls to the service centre)

Consolidates all of the user's online interactions with the Council into one area to easily manage and track

A consistent experience regardless of device and **mobile** friendly

A **single portal** to the Council services with **customisable homepage** to the user's needs and preferences



A platform that meets the Council's **equality** duties and accessibility standards

Customisable settings (e.g. preferred communication channel with the Council) personalising engagement with the Council

Potential for the use of **Single Sign On (SSO)** through existing accounts (e.g. Facebook). Residents will be able to log into Council website through Facebook log in details

A list and **calendar** view to display upcoming appointments and events for residents as well as reminding them of weekly actions such as bin collections

A site that is **easy to search** to find relevant information, able to produce search results of comparable words and not only exact matches (e.g. 'left car' could return 'report an abandoned vehicle')

5.4 DIGITAL THEME – COMMUNITY

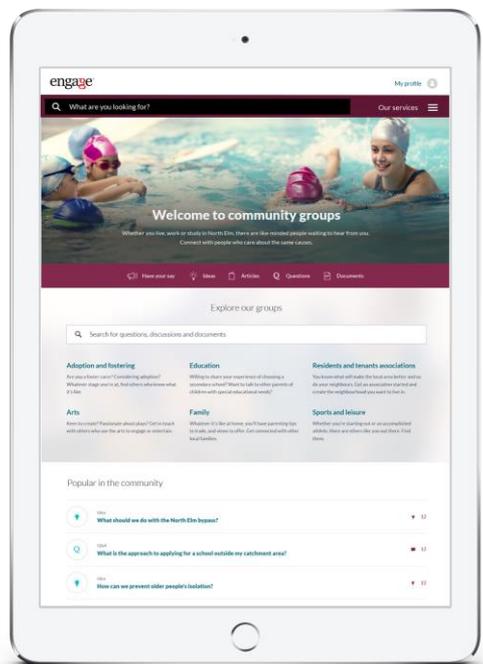
This Digital Theme will provide an online space that allows residents and businesses to form interest-based connections within Bedford Borough Council in an easy and transparent manner and one that reduces Council intervention. Some potential examples of the features are outlined below.

Provides a central space for **residents to communicate with and message one another**

Community can support a **variety of discussions and topics regarding the local area**

Community groups can be made either **public or private**: content within a public group is visible to all user of the website (example: Leisure & Sports in Bedford); content in a private group is visible only to explicitly invited registered users (example: Fostering and Adoption Support Network)

Dependent on public or private groups, content would be **authored** by a combination of Council employees, appointed community champions, and in the case of Q&A and Petitions, any registered user. Registration would always be required



Differs from the Council website as it provides information and tailored feedback on Council services reducing demand on officer time

The **community hub could be linked to the transactional portal** allowing people to 'favourite' or 'bookmark' discussions, making it easier to find those discussions again in the future (a link to the discussion is stored in the transactional portal for future reference)

Enable the Borough Council to create **polls and surveys** to invite residents feedback & find what matters to them

Council staff can monitor content, highlighting particular useful content or information posted by people in the community, or posting answers to questions if nobody else has responded

5.4 DIGITAL THEME – SELF-SERVICE

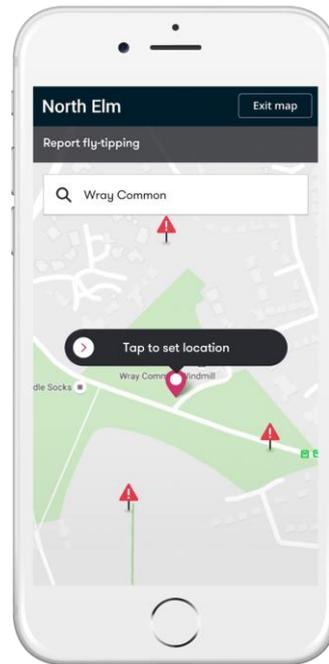
Self-service transactions and assessments will be designed in a way that they require minimum effort from residents and provide decision makers with real-time data in order to make rapid decisions. Some potential examples of the features are outlined below.

Access to all Council services through a portal, including all assessments which can be completed online

Breaking forms into manageable and clearly marked **steps with progress** points allows the user to know how far along they are in the process

Forms using **progressive disclosure**, the concept of not allowing users to get to the end of the form if they have answered in a way that makes them ineligible

Allows for transactions and assessments to be **paused and resumed** at a later date for a connected account



For forms where it is necessary (mostly report it) the ability to **mark the issue on a map** as users are less likely to know the exact address details

Provides access to **real-time support** without having to re-enter the information, connecting with Council officers quickly in order to resolve and close issues as soon as possible

Provides support of **delegation** to a carer or an agent acting on behalf of a resident

Enables **payments and refunds** for multiple services in one transaction, linked to the invoice

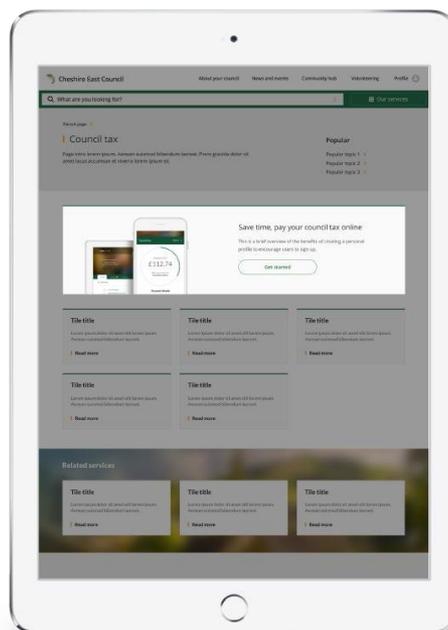
5.4 DIGITAL THEME – INTELLIGENT INFORMATION

This Digital Theme provides a smarter way for residents to receive and send information. Consolidating and mastering information in one shared place. Some potential examples of the features are outlined below.

A site that is easy to search and can **predict** the words that the user is typing with other popular searches of similar starting letters

Artificial intelligence to provide real-time virtual assistance

Display **intelligent content** across the site that is tailored and based upon the user's profile and context



Information can be pushed through social media communicating Council news, events and services

Display banners at strategic points on the website in order to **promote activities** that can be completed online, or present outbound Council messaging

Campaigns can be automated, or manual, allowing flexibility around how messaging is sent out to residents

5.4 DIGITAL THEME – DATA & ANALYTICS

This Digital Theme provides real-time dashboards and analytics that allows the Council to make the right decisions and prioritise actions. Some potential examples of the features are outlined below.

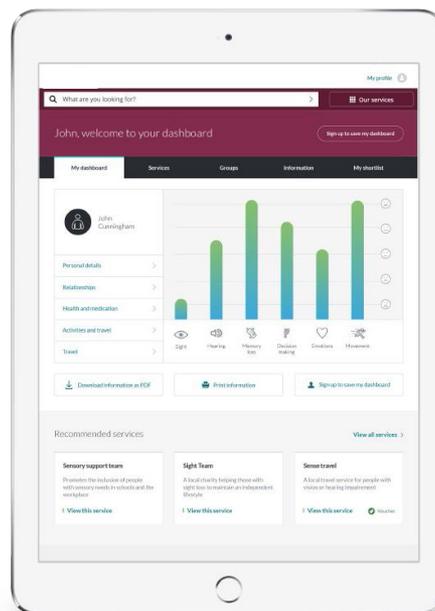
Potential to provide users with **access to Council wide data** through a secure website

Improved data quality will support future service demand planning

Consolidated data and reporting allowing for easy sharing of **FOI** request with all residents

Analysis of social media sites ('social listening') to understand residents perception of the Council and Council services

Customers will not be required to input data multiple times when engaging with the Council as information will be shared across departments



Decision makers are able to find the information that matters to them to make **intelligent and informed decisions**

Reports and dashboards are easy to filter, share and view in the office or a mobile device

Customisable internal dashboards can provide Managers with key management information relating specifically to their teams and service area

Predictive analytics harness the power of insight, based on historical data to anticipate future trends

Consolidated data and powerful reports provide better ability to **detect and prevent fraud**

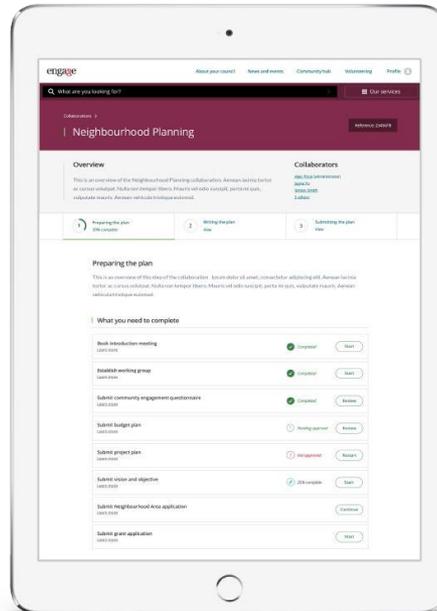
5.4 DIGITAL THEME – DIGITAL EMPLOYEE

This Digital Theme provides a new way of working that supports and promotes self-service, collaboration and mobility. Some potential examples of the features are outlined below.

The employee site provides access to **all information** including holiday records, performance appraisals, training records, tasks and notifications, on a consolidated portal

Easy access to all activities with the need to **sign in once** only

A mobile orientated portal that allows those who require it, to be **mobile** without being restricted in their work.



Employees to have the information that relates to their role in one place to help **track and complete their tasks** successfully

A space for employees to **collaborate and share** documents and knowledge

Provides access to a simplified asset request and allocation process. This can help simplify the co-ordination of processes involving multiple services such as when a new starter joins the Council.