

# Transformation and Collaboration Programme Initiation Document (PID)

November 2023 v.05

EPB - Please note this document will continue to evolve over time as more information becomes available and decisions are made.

# Mandate

In 2021 Guildford and Waverley Borough Councils commenced discussions about partnership working. Both councils agreed to create a Joint Management Team (JMT) which would be asked to bring forward proposals for further collaboration. The JMT, which came into existence in October 2022, includes a Joint Chief Executive, Joint Strategic Directors, and Joint Executive Heads of Service.

The Joint Management Team and both Executives have informally agreed that the Guildford and Waverley Transformation and Collaboration Programme should:

**Primary objective:**

- 1. Bridge budget gaps where these exist.**

**Secondary objectives:**

- 2. Deliver sustainable and resilient public services.**
- 3. Deliver carbon neutral operations by 2030 in both organisations.**
- 4. Realise the aims of the collaboration vision, including the delivery of any agreed business cases for further change.**
- 5. Deliver on existing transformation commitments unless these undermine the above or there is a case for suspending or rescinding these; and**
- 6. Respond to local and national economic challenges in terms of services, contracts, and staffing**

# Draft Strategic Outline Programme (SOP) Business Case Summary

Case	Strategic Question	Strategic Answer
<b>Strategic Case</b>	What is the compelling case for change?	<p>Given the current financial challenges and threats to local government there is a need to save money and deliver more sustainable services. Collaborating between the two councils unlocks benefits such as economies of scale and increased resilience.</p> <p>The programme must design and deliver an 'organisation' capable of delivering the vision in the mandate.</p>
<b>Economic Case</b>	What are our options for delivering the best value for money solution?	<p>Our strategic options at this stage concern the best way to deliver this Programme</p> <ol style="list-style-type: none"> <li>1. Do Nothing – Mandate already approved - this is not an option</li> <li>2. Do Minimum – (scaled back solution) manage in House with no/minimum additional external support (&lt;£500k)</li> <li>3. Do More – Manage in House with only targeted specialist external support (ROM £2m+ Rev)</li> <li>4. Do Most - Out-Source to External Management Consultancy (ROM £2-3m+)</li> </ol>
<b>Commercial Case</b>	What do we need to buy to deliver the best solution?	<p>Achieving the vision set out by Executives will require buying in some external/specialist resources. We can probably use existing frameworks</p>
<b>Financial Case</b>	Can we afford it?	<p>The budget for a scaled back option 2 (do minimum) has been identified. It is not yet clear the extent to which this will address the current £16m financial shortfall over the next 4 years.</p> <p>Service Plans will hold the financial baselines for Directorates and Service Areas. The financial success of this Programme will be baselined and reported through the MTFPs of both authorities. Specific projects will be managed and reported through this Programme.</p>
<b>Management Case</b>	Can we deliver it?	<p>Both Councils have learned lessons from previous change programmes and want to deliver this transformation and collaboration differently. Option 2 is manageable change within the resources we have. To ensure alignment between the Programme and the organisation all change will be embedded in Service Plans.</p>

## Programme Management Assumptions Approved by Enterprise Portfolio Board (EPB) March 2023 (M) or October 2023 (O)

- Deliver the six objectives set out in the mandate over the next four financial years [subject to confirmation of dates with delivery leads] within an affordable MTFP for both Councils (M)
- Be overseen by the Enterprise Portfolio Board which comprises the Joint Chief Executive and Joint Strategic Directors. Report into a new Guildford and Waverley Transformation and Collaboration Board (which will replace the existing GBC savings programme board and the existing WBC Business Transformation Board). (M)
- Comply with the PPM Governance Framework. Develop robust mandates and business cases at programme and project level demonstrating benefits before permanent structural changes are implemented. Be guided by the decisions and recommendations of formal committees at both Councils (Executive and Full Council as per constitutional rules) as well as any existing or future joint committees. (M)
- Adopt and be guided by a recognised approach to organisational design and development, such as McKinsey 7S. Take a flexible approach and be open to change as issues arise.(M)
- Assumption that the existing Waverley Business Transformation Team needs review to deliver Transformation and Collaboration (O) (in light of revenue allocation)
- Financial Recovery at GBC has inherited and will review residual GBC Savings Programme initiatives (O)

# Strategic Assumptions

- There is an assumption that to succeed this Programme will need to embed a culture that is equipped to manage change and is comfortable doing so. The vision of the Organisational Development Service is for it to be a hub for change, strategy and improvement across both councils. All staff will need to understand how they fit in and feel ownership of the solutions and the change.

# Strategic Risks for the Programme at this early stage

Strategic Case Risk – There is a risk that if we don't prioritise, we will deliver very little, very slowly. Both Councils are over-stretched. Re-directing resources to priorities will be essential to managing this risk (High Risk)

Financial Risk – There is a risk that costs (ROM £2-3m+) associated to achieve the vision will be too high, particularly in relation to IT.

Management Case Risk – Project & Programme Management, Business Analysis and Operating Model Design skills and resources are scarce across the Councils. Do we have the capacity and capability to deliver? Council staff learning these skills is essential to limiting costs (High Risk)

# Dependencies

- Dependency on Financial Recovery Project (GBC) to deliver agreed baselines for Guildford Borough Council service plans as part of budget book work.
- Critical dependency on enablers (HR, IT & Finance)

# Economic Case – Original Options Evaluated Against Programme Success Criteria

Option	Approach	Pros - Benefits	Cons – Dis-Benefits	Programme Success Criteria			
				Bridge Budget Gap (Cost/Ben)	Ownership of the Change	Embed Change Culture	Better Public Services (VFM)
Do Nothing	Mandate already approved - this is not an option	No additional costs	No managed change, savings or efficiencies				
Do Minimum	Manage in House (scaled back) with no additional external support	Lowest cost option Delivery of some savings Ownership of the change	Without the specialist skills delivery of complex change is improbable (scale back ambitions)				
Do More	Manage in House with targeted specialist external support	Delivery is more probable if we can access some specialist support Potential to deliver more savings Strongest ownership of the change	A ROM cost of £2m+				
Do Most	Out-Source to External Management Consultancy	Fills essential capacity and skills gap and brings experience of managing big transformations and complex org change	Highest cost option. Potentially unaffordable Hard to estimate ROM of £2-3m+ Lack of ownership of the change				

# Management Case – Rationale for Programme Structure

Approved by EPB

A programme management approach will be taken to deliver the leadership, direction, and governance for the change. Both Councils will need to invest in Business Transformation and programme/project management resource to deliver change-required.

Workstream 1 (Terms and Conditions) will deliver a long-term solution for the shared staffing aim of the Collaboration vision.

Workstream 2 (cashable savings projects) gives the Programme the best chance of an affordable Medium Term Financial Plan for both boroughs.

# Programme Board (escalating to EPB)

To be developed with Programme Team

- **Senior Responsible Officer – Ian Doyle** - Responsible for delivering the successful outcomes of the programme
- **Programme Director – Robin Taylor** - Day to day leadership and strategic direction to the programme (jointly led by Richard Bates owning Finance Case and links to MTFP)
- **Senior Business User - Annie Righton** – Responsible for frontline business areas realising the change
- **Senior Supplier & HR Lead - Robin Taylor** - Responsible for over-arching Operating Model, HR, culture and delivery of change management.
- **Finance & Procurement Lead (151 Officer) – Richard Bates**– Responsible for finance strategy/model, financial case, benefits, MTFP & procurement timeline
- **ICT & Comms Lead – Nicola Haymes** – Responsible for IT strategy/model and delivery of supporting systems, and comms

The Programme Manager, Yasmine Makin, will be responsible for day-to-day delivery of the programme & management of the team and will prepare reports and agendas for the programme board meetings. They will manage the interface between the Programme Team and Board.

Other Strategic Directors & Executive Heads to receive reports and invited to attend if interested or required

# Programme Team – Prog Mgmt

To be developed with Programme Team

PPM Role	Post	Responsibilities	Name(s)
Prog Manager	WBC Bus Transform Mgr	Day to day delivery of the programme & management of the team	Yasmine Makin (WBC)
Prog Support, Project Mgrs	WBC Bus Transform Officers	Day to day management of programme information, control documents, reporting and support team	
Prog Team Member	Strategy Leads	Ensuring alignment of strategies and embedding change in Service Plans and reporting on BAU performance	Being recruited
Prog Comms	GBC and WBC Comm Managers	Design, deliver and manage comms with key stakeholders to ensure staff engagement, collective view and active senior support.	Ian Mackie (WBC) Mel Battams (GBC)
Additional Enterprise Level Support			
PPM Governance (Advisor)	PMO officer	Encourage compliance with PPM Framework. Supports decision making through EPB.	
PPM Governance (Interim)	PPM best practice	Encourage the use of PPM methodology (MSP & Prince2) in a pragmatic and useful way. Deliver skills transfer to Programme & Project Team members.	Louise Odell
Specialist leads	Enabling services managers (Finance, IT, HR, Regeneration /Assets, Legal, Strategy)	Deliver specialist elements of the workstreams	

# Operating Model Design Principles

Draft for discussion with JMT, Programme Team and Lead G/W HR Change consultant (once appointed)

Principle	Description
Service Design	Services will be sustainable and resilient. We won't assume the way it's always been done is the way it should be done from now on. The services of both councils will be jointly designed and delivered if there is a saving to be made.
Digital	Digital first. We will start with user needs rather than services and build from there. We will build digital services, not just websites.
Financial	We will operate within available resources. We will invest in the future but not at the expense of the present. We will understand the costs and benefits of decisions before committing to them.
Customer	All initial customer contact will be online or routed through a customer services team. There will be a 'front door' for face-to-face customer contact in both boroughs.
Procurement and commissioning	We will agree and manage contracts effectively to ensure value for money and excellent service for residents. We will consider and evaluate all delivery options.
Data and insight	Decision-making in both councils will be evidence-based. Data insights will be captured and analysed, so that we can evaluate impact and value of our activity.

Principle	Description
Leadership	Leaders will be visible and accessible to staff, councillors and the public. We will invest in our current and future leaders. Leadership at all levels will be nurtured. Councillors and officers will learn and develop together.
Organisation	We will identify and build on the best of both organisations. Neither organisation will remain the same. Both will change and improve. Directorates and services will not work in silos and where matrix management structures are beneficial these will be implemented or preserved. Where they are not beneficial or sustainable they will be removed.
People	We will be one staffing organisation serving two democratic councils. The terms and conditions of both organisations will be reviewed and harmonised, with input from expert independent consultants. Our approach will be fair on staff and on the public taxpayer and we will continue to consult and engage with the unions in both organisations. We will ensure that staff are effectively and appropriately recruited, rewarded, developed, led and motivated. We will facilitate modern and hybrid ways of working but our people will not be strangers to each other in the office or to the borough.
Process	Processes will be defined, deliberate and lean. Activities that do not add value will cease. Some systems will be shared. Others will be harmonised. Others will need to stay the same.
Governance	We will continue to serve two distinct boroughs and two sovereign councils but our processes and policies will be shared or harmonised to ensure efficiency and successful collaboration where there is resource to do so.
Property	Guildford and Waverley will share a single HQ. Where beneficial, satellite sites will also be shared.