



# Change Management Survey: Summary Report

February 2017

# Authors

This report was published by the Improvement Service's Change Management Team.

# Contents

Introduction	5
Context	6
Key findings	9
Change Resources	10
Business Analysis (BA)	12
Drivers and Challenges	14
Governance	16
Transformation	17
Collaborative working	18
Change Manager's Network	19
E-Learning	20
Support	21
Areas to Address	23
Support	25
Capacity	25
Culture	25
Transformational Change	25
Sharing Good Practice	26
Conclusions	28



Alpha Portfolio

ADP  
K

Alpha Portfolio

375

285

253

68.27%

options

B.C. PAPER C

Alpha Portfolio

# Introduction

Towards the end of 2016, the Improvement Service followed-up on the initial 2015 Change Management Survey, by distributing a second survey to all 32 councils in Scotland. There has been a significant change in the local government landscape in that time, including the introduction of the Community Empowerment (Scotland) Act 2015, with the associated community planning requirements and the ongoing financial constraints and wider political uncertainty (including the ongoing Brexit negotiations).

There is also an increasing focus on regionalisation of services, through the Enterprise and Skills Review, the emergence of City Deal arrangements, roads partnerships, trading standards and education governance.

The following is a summary of the key findings of the survey and how the Change Team within the Improvement Service plans to support councils in delivering change and transformation.

# Context

In the Spring of 2015, the Improvement Service presented the findings from a survey of change management teams across Scottish Local Government<sup>1</sup>. Results from the previous survey can be found online<sup>2</sup>. Its aim was to develop a baseline of the scale and scope of change management activity across councils and present opportunities for potential support and sharing of practice.

This survey is intended to build on the information already gathered in 2015, and to provide a more up to date picture of change management activity. Since the initial survey, there has been a number of structural, organisational and legislative changes that have taken place, which has potentially impacted on council change management activity. These include:

- The continued budgetary constraints faced by councils and the associated pressures on maintaining quality services that meet the needs and expectations of people and communities.
- The ongoing enactment of the Community Empowerment (Scotland) Act 2015, with the guidance relating to Community Planning and Asset Transfer already published.
- The emergence of change teams across councils, incorporating a range of skills and experience.
- The emergence of potential regional models in areas such as Enterprise and Skills, Education Governance, Community Justice, roads and trading standards.
- The impending review of Local Government and the development of a Local Democracy Bill.
- The need to meet challenges associated with demographic changes including a projected 131.6% increase in the 85+ age group by 2039<sup>3</sup>.
- Increasing dependency ratios across a number of Scottish councils (i.e. the number of population aged 0-15 years & 65 years plus per 100 working aged population<sup>4</sup>).
- The changes to the public sector workforce. In mid- 2016 it stood at 5.3 million, and has been falling since 2009, when it stood at 6.4 million. The latest figure is 20 per cent lower than its 1979 peak. Furthermore, the UK public-sector workforce also differs from the private sector. On latest figures (2014), public-sector workers are on average older than those in the private sector; more qualified; more likely to be female; more likely to have longer tenures; and less likely to be well motivated<sup>5</sup>. This presents a number of workforce planning challenges.

With that in mind, this survey intends to capture information that will inform how change

---

1 [http://www.improvementservice.org.uk/documents/change\\_management/change-mgmt-survey-report.docx](http://www.improvementservice.org.uk/documents/change_management/change-mgmt-survey-report.docx)

2 <http://www.improvementservice.org.uk/useful-documents-resources.html>

3 Source: National Records of Scotland

4 National Records of Scotland 2012

5 Work in Progress. Towards a leaner, smarter public-sector workforce. Alexander Hitchcock, Kate Laycock, Emilie Sundorph - Feb 2017

management teams are positioned to enable them to contribute to a council's response to the above. Therefore, questions around the following have been included to assist in providing this information:

- The scope of change teams, including the level of resource and the positions within each team
- The relationships with community planning partnerships, including the development of the Local Outcomes Improvement Plans, and
- The governance around change management and the visibility that this activity has with Elected Members in each council.

The following sections identify the key findings within each section of the survey, but also attempt to derive the key messages for change management across councils. It is also the intention to use the information within the Improvement Service to inform our approach around how best we can support councils with their change management activity, promote the sharing of good practice across the country and provide relevant and timely information to support the delivery of transformation.





# Key findings

The survey was issued to all 32 Scottish local authorities at the end of 2016, with a survey closing date towards the end of January 2017. Twenty responses were received from the following councils: Angus; Argyll and Bute; Dumfries and Galloway; Dundee City; East Dunbartonshire; East Lothian; East Renfrewshire; City of Edinburgh; Falkirk; Highland; Inverclyde; Moray; North Ayrshire; Orkney Islands; Renfrewshire; Scottish Borders; Shetland Islands Council; South Ayrshire; Stirling; West Dunbartonshire.

## Summary of Findings

The following provides a high-level summary of the key points from the information gathered in the survey.

- 94% of respondents said financial savings was one of the three biggest drivers for change.
- Three quarters of respondents have a corporate change team.
- Very few (8%) Change Boards have Elected Member representation.
- 83% of respondents stated that they collaborate on change management opportunities with community planning partners.
- The biggest challenges to delivering change are capacity closely followed by culture.
- Capacity, again, is the biggest challenge for carrying out business analysis.
- Research on good practice and business analysis support were the most requested areas of assistance from the IS change team.
- Similar to change in its widest sense, the need for business analysis support was primarily around short term capacity support and the sharing of good practice.

In comparison to the 2015 survey, culture (in addition to capacity) is now identified as a key barrier to change. While financial pressures continue to be the main driver for change, there is also an increased recognition that change should also be focused on improving outcomes for communities.

Another development from the 2015 survey was an increased focus on the governance of change management and the arrangements in place within councils. The majority of respondents (80%) now have a change board or equivalent in place. Furthermore, there remains a wide variation in the composition and skills / experience within change teams.

## Change Resources

Analysis from the survey shows that 75% of respondents have a corporate change team in place. Of the 25% who do not have a corporate change team in place, arrangements are individual to each of the councils; these include the remit for change being part of an HR and OD team; another whose change team is within the performance team; another who has a modernisation team and another that has no dedicated change resource. The responses show that there are several variations with the staffing roles within the change teams. The most common set up (approximately 33% of respondents) is for a Project Management Office (PMO) manager; programme manager, project manager and a business analyst/improvement officer role to be in place within the team. The remainder of responses were very varied with other example compositions including; the programme manager is the most senior position with project managers and business analysts below; another council whose team consists of project managers and business analyst's posts and then those who have still to establish a change team. In a council setting the differences between a PMO/Change manager and a programme manager would be that the PMO manager oversees the full council wide transformational programme whereas a programme manager would have responsibility for a particular area e.g. whether this be directorate or by theme e.g. mobile working.

The survey findings suggest that employees within change teams are carrying out multiple roles. For example, project manager's carry out a range of analysis tasks pre-project inception as well as project delivery and with the business analysis roles primarily using business improvement techniques such as demand analysis, customer journey mapping, data analysis.

The role in which change teams have in developing budget strategy and savings proposals varies across respondents. Approximately 61% of respondents stated that their change team had a role to play in budget strategy and/or savings proposals. For those that are involved roles include; developing saving proposals for example through innovation; by providing analysis support (approximately 90% of respondents noted tasks around this); approximately 36% stated that they support services to deliver savings through reviews and projects and approximately 18% noted they have specific savings targets set out for each of their reviews and projects.

# Central Change Management Team Typical Composition



1-2

PMO/Change Manager  
Salary Range £30k-50k+  
Most Likely Permanent



1-5

Programme Manager  
Salary Range £30k-50k+  
Mix of Perm and Temp



1-6+

Project Manager  
Salary Range £20k-40k  
Most Likely Temporary



1-6+

Business Analysts/  
Improvement Officers  
Salary Range:  
£20k-30k (BA)  
£20k-50k (Imp Off)  
Mix of Perm and Temp

Figure 1. Change management team typical composition

## Business Analysis (BA)

The top 3 challenges in terms of business analysis for councils were identified as:

1. Capacity – scale of change/BA demand. 90% of respondents identified this as a challenge.
2. Lack of dedicated BA posts. 45% of respondents identified this as a challenge.
3. Lack of BA's with business change skills. 45% of respondents identified this as a challenge.

Figure 2., over, depicts the key terms that were given in response to what support the Improvement Service business analysis team could provide councils with.

Of those that responded, five councils had dedicated business analysis posts in place. Each of these councils had at least two business analysis posts with two councils having five or more business analysts in the team. The salary range for business analysis posts was between £20,000 - £30,000, with the main duties being around undertaking business improvement techniques; process mapping; customer journey mapping and data analysis.

85% of respondents have asked for business analysis support from the Improvement Service in terms of:

- Short term capacity assistance.
- Good practice sharing (especially where benefits are measured and proven to be delivered).
- Training on useful Business Analysis/Change tools such as customer journey mapping.

Councils were asked if they had used the Business Analysis toolkit available via the Improvement Service website and to rate their satisfaction with the product. Only three councils who responded to the survey said they had used the toolkit, all of which were satisfied with the toolkit but there was a suggestion that it could be improved upon which is something the Business Analysis team is currently looking at in regards to adding more tools.

Eight councils indicated they planned to use the toolkit in the future.



## Drivers and Challenges

Councils were asked to select their top three drivers for change from a defined list with the opportunity to add comments if there was anything missed. Unsurprisingly financial constraints, improving outcomes and modernising how we work were selected as the top three drivers for change across councils. Some respondents noted that there are many drivers for change, and consequently it was a challenge to only select three. The following graph identifies the percentage of councils who responded citing the following drivers for change.

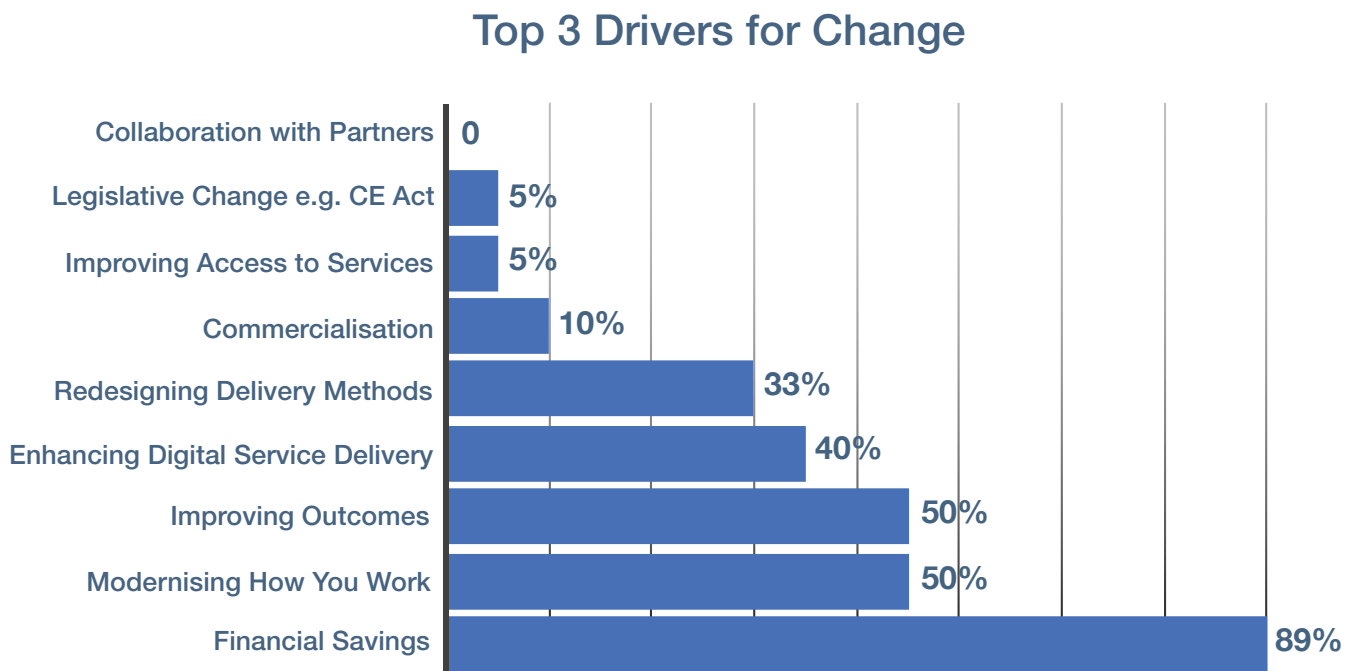


Figure 3. Top three drivers for change

Similarly, Councils were asked to select their top three challenges for change from a defined list. Capacity, culture and skills and experience were the three most common challenges for councils in delivering change. Other challenges included a lack of time being given to developing business cases, resulting in insufficient information being available to inform decision making. This also links to the feedback received around business analysis and the challenge for change teams in ensuring that teams understand the importance of analysis work. It was also highlighted that in terms of capacity it can be difficult to balance the delivery of services with implementing change and transformation.

## Barriers to Change

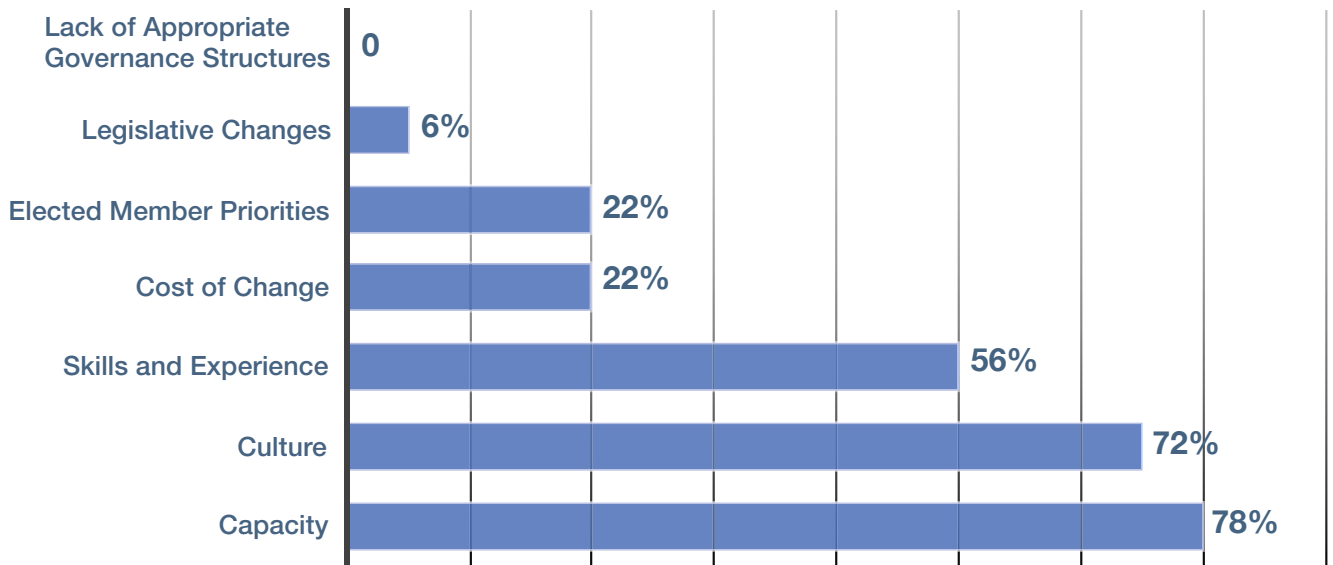


Figure 4. Barriers to change

## Governance

Eighty percent of respondents have a change board or equivalent in place to oversee the delivery of their change programme. The diagram below depicts the percentage of councils with each of these roles on their Change Boards. The most 'typical' Board make up includes the Council's Chief Executive; Directors; change team representatives. Only 8% of respondents have elected members on their Board, with none including community planning partners or arms-length organisation representatives on their boards. However, 85% of respondents noted that they worked in partnership with community planning partners, therefore there appears to be a division between the roles that partners have in delivering a project and the overall governance of change programmes. Those that did not have a change board in place are either in the early stages of their programme and have still to establish governance arrangements or have a working group in place to address any issues.

### Governance - Change Board Representation

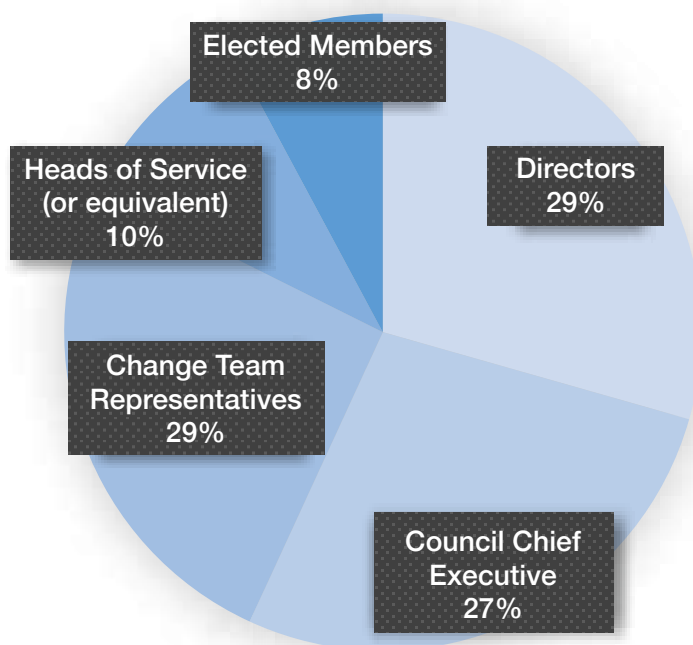


Figure 5. Governance change board representation

Programme updates are provided through a number of different channels with full council being the most popular, with 55% of respondent councils reporting here. Other common channels for reporting updates are the Policy and Resources Committee at 45% and the Scrutiny and Audit Committee at 30%. One council reports updates to the Community Planning Partnership Board. Elected member involvement in change is somewhat varied across the councils. The responses received showed that elected members were most likely to be involved in the scrutiny of change and transformation with 55% of respondents stating members were either involved or fully involved in this role. It could be suggested that this correlates to the finding that 55% of respondents provide programme updates to the full council, providing elected members with the opportunity to scrutinise programme progress. 31.6% of respondents said that the elected member's role was to present constituent views to inform the change process.



## Transformation

72.2% of respondents stated that their change programme did not distinguish between continuous improvement and transformational change. Of those that do distinguish between the two, they highlighted that it is not straight forward but have a vision for change which is articulated in a number of ways. Based on the information from the survey the capacity for change is a significant challenge. Councils are focusing on the modernisation and improvement agenda for change rather than looking wider to more transformational opportunities such as through the Community Empowerment (Scotland) Act 2015 including enhanced partnership working and alternative service delivery models.

### Does your Change/Transformation strategy or plan distinguish between transformational change and continuous improvement?

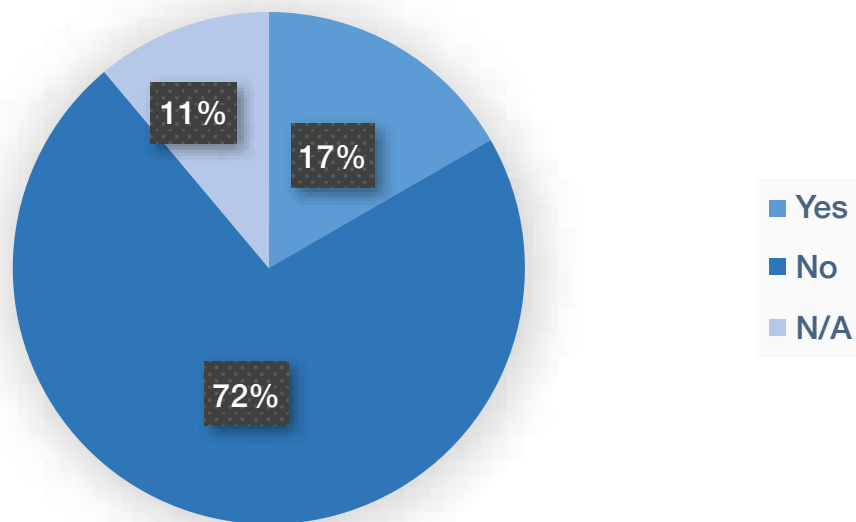


Figure 6. Does your change/transformation plan/strategy distinguish between transformational change and continuous improvement?

## Collaborative working

Almost two-thirds of respondents stated that there are no links between the change teams and community planning colleagues to develop Local Outcomes Improvement Plans with one-third stating that there are links in place. However, 83% of respondents stated that they work in collaboration with community planning partners and/or other local authorities on change management opportunities. A range of examples were given on collaboration that has taken place some of which include; working with the NHS on a Council's approach and application of Lean process improvement; provision of transport; collaboration between councils on topic areas including agile and mobile working; care at home services and enterprise architecture work.

### Do you collaborate with other local authorities or Community Planning Partners on change management opportunities?

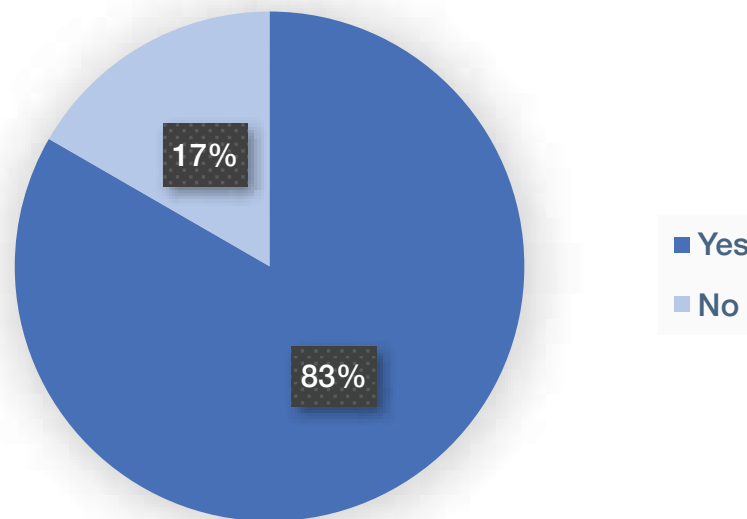


Figure 7. Do you collaborate with other local authorities or Community Planning Partners on change management opportunities?

## Change Manager's Network

Seventy-nine percent of respondents strongly agreed or agreed that the Improvement Service facilitated Change Manager's Network (<https://khub.net/group/change-managers-network-scotland>) was a useful forum with the remaining respondents selecting that they 'didn't know'. Respondents highlighted that sharing information was the most useful purpose of the forum. Suggestions for improving the network included the better categorisation of information to make it easier to find.

### The Change Managers Network is a useful forum for me or my organisation

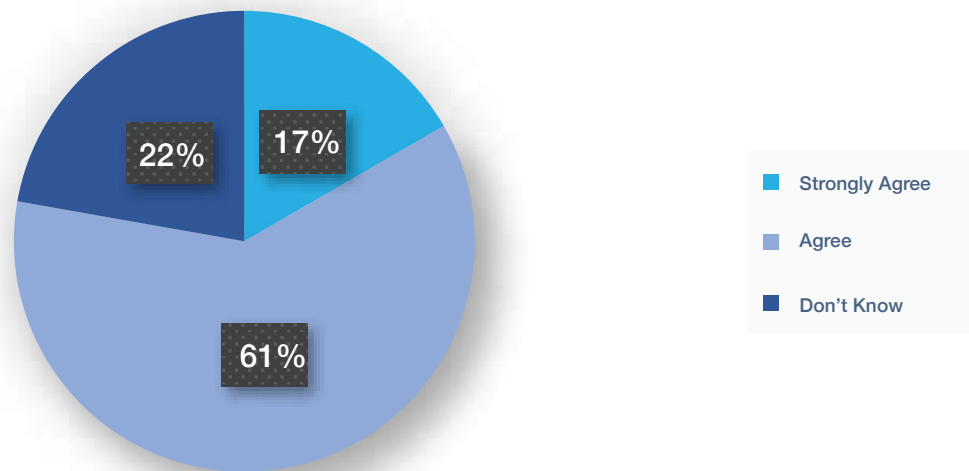


Figure 8. The Change Manager's Network is a useful forum for me or my organisation

## E-Learning

About two-thirds of respondents have not heard of Access 2 Learning. This is a free e-learning platform which offers a wide range of learning resources designed to enhance staff development across Scottish local government, public and third sectors. It contains resources on different topics that can be used on any public service organisation's learning management systems and some that can be adapted (if permissible) to suit individual organisational needs. Further information and contact details for the programme can be found at; <http://www.improvementservice.org.uk/access-2-learning.html>

## Support

A key aim of the survey was to identify where the Improvement Service could support councils in their change and transformation journey. Numerous suggestions were given with several common themes raised. The graph below depicts the percentage of respondents who felt that support would be beneficial. Research on good practice and business analysis were the top two topics identified as to where the Improvement Service could support councils. Practical support such as customer journey mapping, training and support with governance were also common areas identified.

### Support Required from the Improvement Service

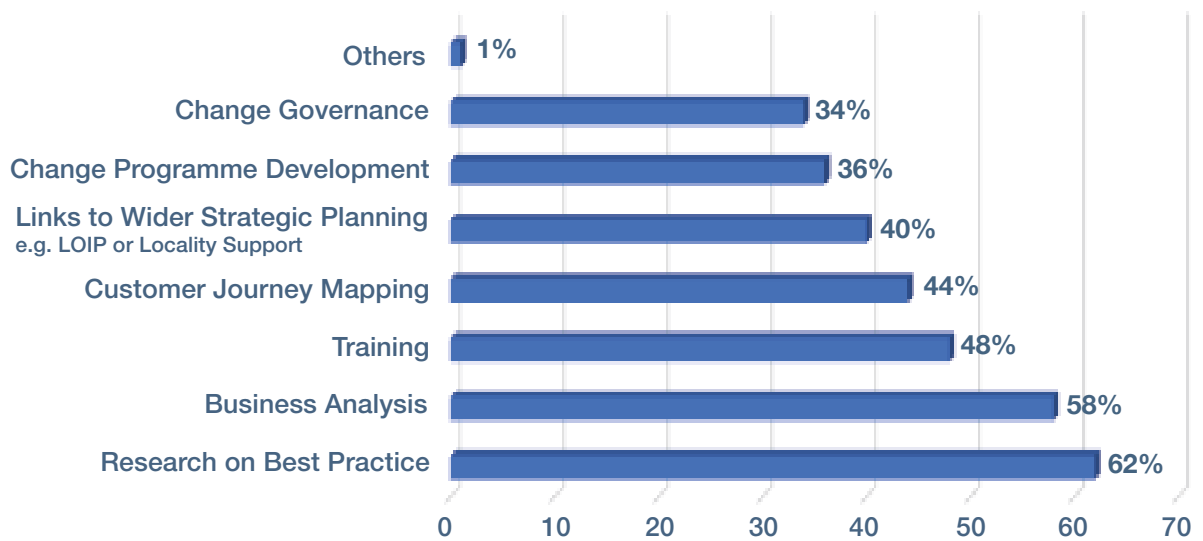


Figure 9. Support Required from the Improvement Support

In addition to the survey, meetings have also been held with 19 council change teams across Scotland to discuss some of the needs in more detail. It is worth noting that there is a variation in the maturity of change teams in councils therefore the support requests are varied. Some of the common areas that have been identified include:

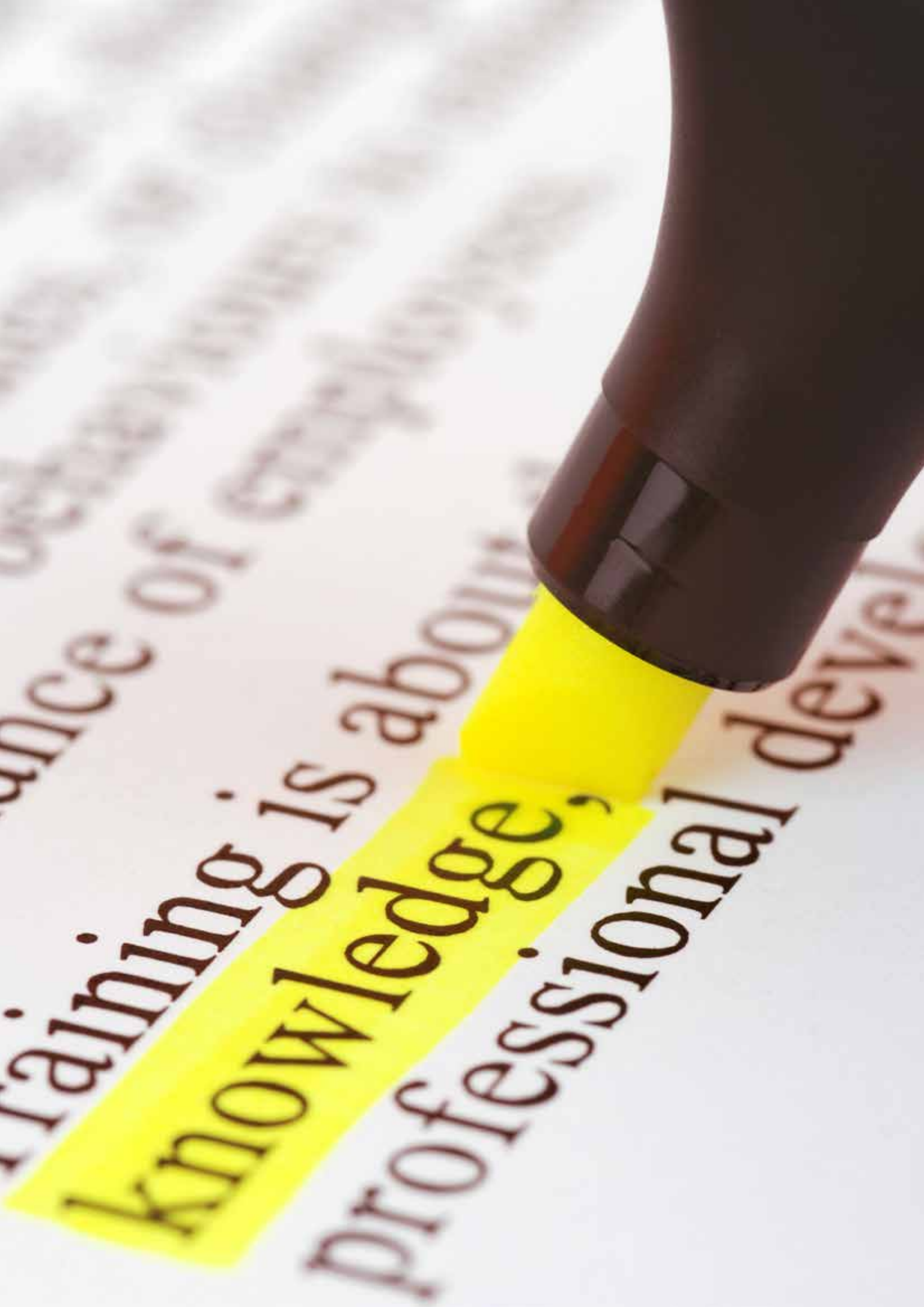
- benefits realisation;
- links between self-evaluation, performance management and change management;
- training opportunities, both for employees and elected members; and
- critical friend role e.g. on change and transformation programmes or on outputs of service reviews.



# Areas to Address

The survey was intended to build on the information gathered in 2015, taking into account some of the wider national developments, that have informed the change management picture across Scotland and to identify where there are areas to be addressed. From the information gathered the priority areas that require to be addressed across councils include;

- Capacity – This has been highlighted throughout the survey as a barrier or challenge to delivering change. This is both in undertaking change in its widest sense and also for the specifics of business analysis work.
- Culture – a further challenge highlighted has been on how to engage and empower staff throughout councils to enable change.
- Transformational Change – feedback suggests there is a disconnect between change programmes and the development of Local Outcomes Improvement Plans.



...aining is about knowledge; Professional devel...



# Support

Based on the survey findings and more in-depth engagement with councils, the Improvement Service Change Team has used the feedback to inform its work programme to ensure it is relevant and adds value to councils.

The key areas of support that the IS Change Team will focus on across 2017/18 include the following:

## Capacity

- Last year we worked jointly with two councils to create two joint posts between the Improvement Service and councils as a way of plugging the gap in terms of change management and this is something which we will evaluate to see whether this model would work in other areas such as business analysis. Any development on this would be in consultation with councils who would find this approach useful.
- The local political landscape has changed for many councils after the local elections in May, with a 50% new membership across the country. Building the capacity of new (and existing) elected members is an area we can support whether this be through briefings or webinar events.
- A further area that the Improvement Service will be able to offer in terms of capacity support will be on providing a 'critical friend' role. Feedback from both the survey and from discussions with councils has been that there is a lack of capacity to review outputs of service reviews to ensure that the areas of change being identified are truly transformational therefore we can provide a role to challenge the outputs of reviews to ensure that the changes being taken forward will deliver what is needed.

## Culture

- We will focus on identifying and capturing innovative and interesting practice which will support and promote ideas on developing a supportive culture for change.

## Transformational Change

- We will work to support councils to make the links between opportunities through the Community Empowerment (Scotland) Act 2015, including Local Outcomes Improvement Plans, and council change and transformation programmes. We will do this by sharing best practice; providing constructive friend challenge and providing briefings on the opportunities available.

# Sharing Good Practice

## Change lifecycle

- We will develop a change lifecycle that provides a range of tools and templates to support councils with the different stages of change and demonstrates how the core elements of change link together. It will allow councils to identify where they are in their journey and their readiness for change.
- Part of the lifecycle will build on our existing business analysis toolkit taking on board the feedback we have received to ensure that it meets the needs of our customers.
- Examples of the tools will include information on benefits realisation and how this could be built into project management methodologies within councils linking to existing performance frameworks.

## Change Manager's Network Knowledge Hub development

- We will segment the site based on the feedback we have received so that it is easier to find and use information. This means that we will create segments that are meant for particular work streams e.g. new ways of working to enable information to be shared and project progression discussed.
- We will focus on supporting councils and other public services to share interesting and innovative practice, tools, templates etc. to facilitate collaboration and shared learning.

## Events

- We will use the feedback to develop events which are meaningful and of interest to change teams.



# Conclusions

Key conclusions we have drawn from the survey, combined with more in-depth council engagement, are as follows:

- All councils appear to be facing a capacity challenge in delivering change and transformation, with particular challenges being experienced in relation to business analysis skills and capacity.
- Partnership involvement in change programmes is varied. There appears to be some links in terms of working together but a disconnect between change programmes and the development of Local Outcomes Improvement Plans. There are opportunities with the legislation set out in the Community Empowerment Act (Scotland 2015) to embrace partnership working to make change transformational.
- There is currently limited elected member involvement in councils' change programmes, with only one-half of councils who responded noting that elected members scrutinise their council's change programme through the existing committee structure.



Further information:

[changemanagement@improvementservice.org.uk](mailto:changemanagement@improvementservice.org.uk)

<http://www.improvementservice.org.uk/change-management.html>

To sign up to our Knowledge Hub Group at  
<https://khub.net/group/change-managers-network-scotland>