



## Digital Leaders Network

**Briefing: Monday 14th April 2014**

**Comments by: Friday 25th April 2014**

### Organisational design for digital delivery

Write-Round Paper by the Government Digital Service

#### Issue

1. Digital Leaders have previously commented on an Alpha document on Organisational Design (table of roles and responsibilities - DL/20/04) and a Beta (DL/22/04) - the latter of which was discussed by the Digital Leaders Network in December 2013 and also reviewed by the Technology Leaders Network in January 2014 (as TL/03/06).
2. The document at Annex 1 has taken on board feedback from the above, and presents an updated view of the activities and considerations likely to shape the organisational design of government departments and agencies (referred to collectively as “organisations”) as they deliver their digital strategies. It intends to inform and provoke discussions within organisations about roles, responsibilities and processes. The specific outcomes of these discussions will depend on the particular circumstances of each organisation.
3. GDS intend to reflect the statements made in Annex 1 in the Service Design Manual by the end of May 2014, via a mix of amendments to existing guides and new material.

#### Action

4. Digital Leaders are asked to review Annex 1 and provide any final comments/ suggestion for amendments by 25th April.



## ANNEX 1

# Digital Leaders Network

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**SUBJECT: Organisational design for digital delivery**

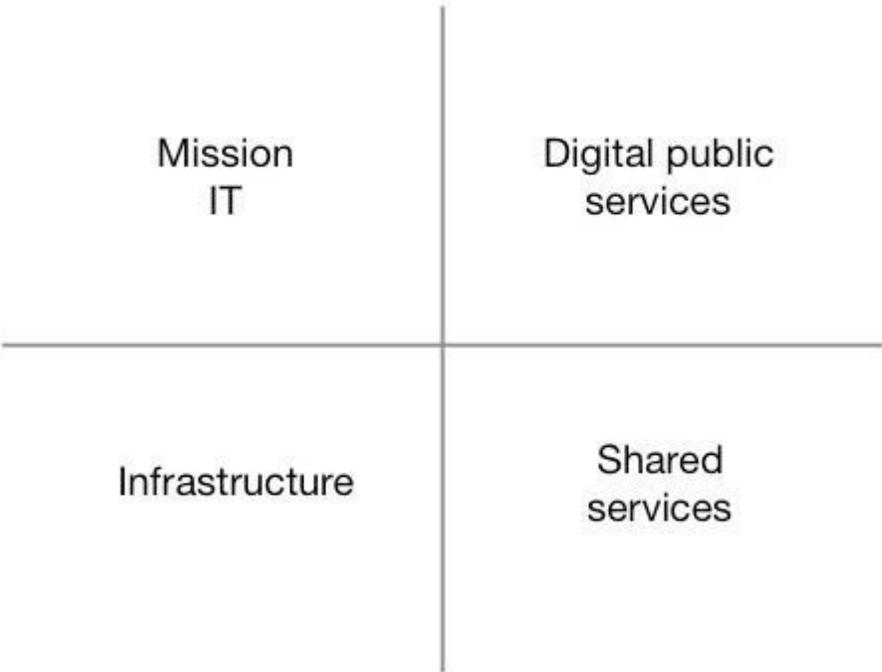
## 1. Mapping digital and technology activities

1.1 In a blog post on May 2013, and in the subsequent Operating Model (TL/03/04), Liam Maxwell, CTO for Government, explained how the government is rebalancing its approach to technology. The Operating Model states:

“Technology should be an enabler for departments to better meet user needs; a set of tools for civil servants to deliver better outcomes for citizens.”

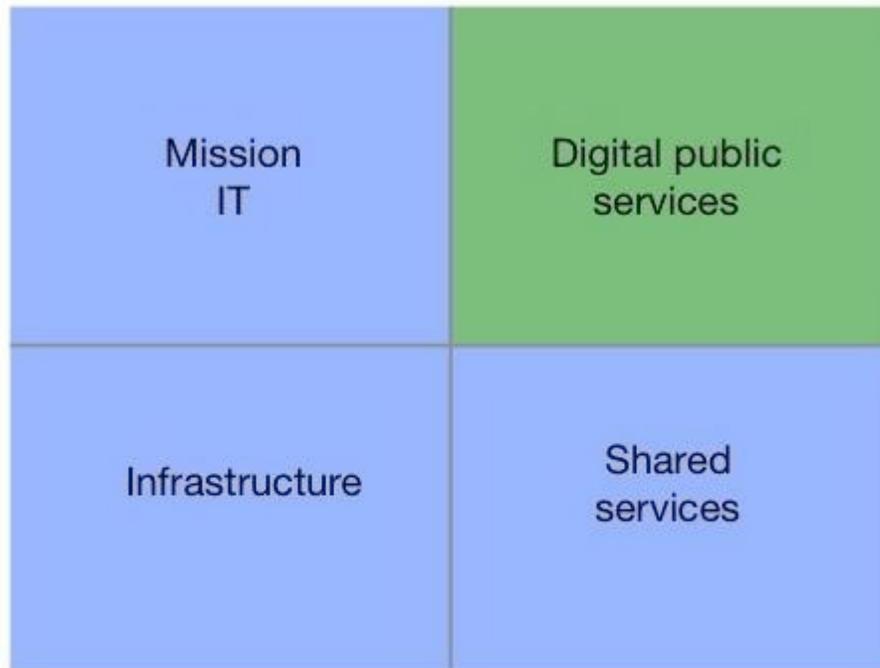
1.2 The model identifies four main areas of activity: digital public services, the organisation-specific “mission IT”, which enables these, infrastructure and shared services. These are presented as a quadrant, with an acknowledgement that the line between Mission IT and Digital Public Services will become less distinct over time:

Fig 1 - the technology estate as a quadrant



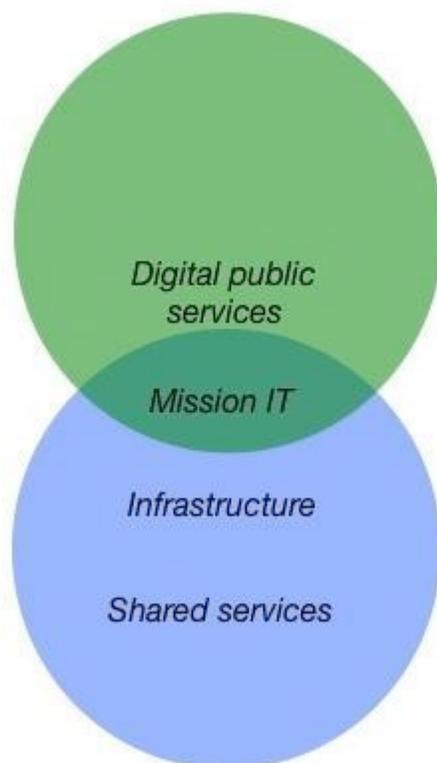
1.3 In order to explore in more detail the relationship between digital and technology, as well as other areas of activity, we will build on this model. Firstly, for the rest of this paper we will colour code technology as blue, and digital as green:

Fig 2 - coloured quadrant



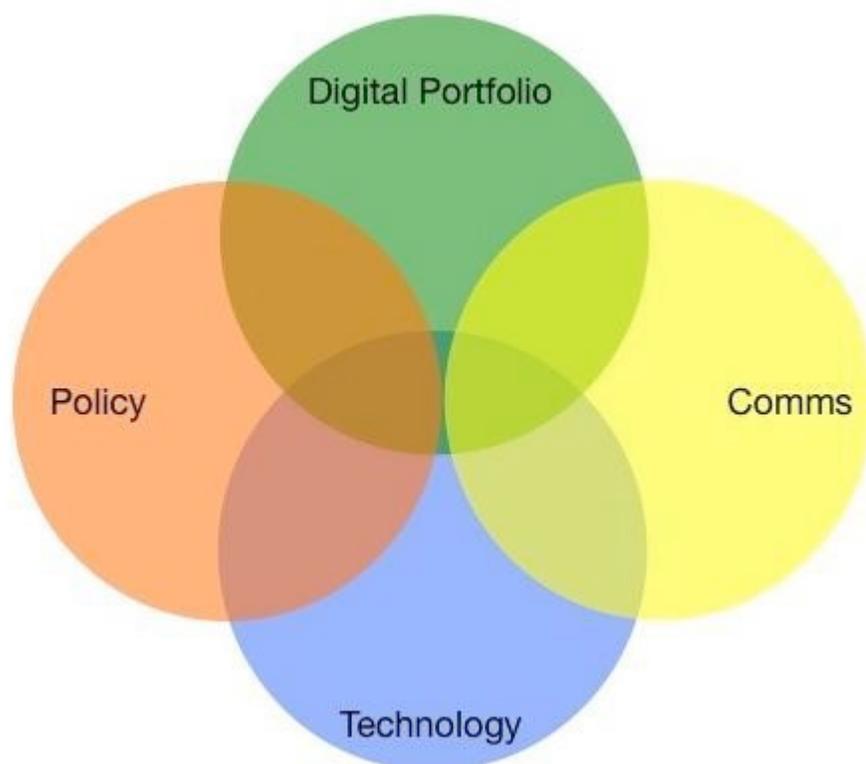
Secondly we will move from boxes to a model of overlapping spheres, reflecting the fact that there are likely to be activities and even roles which operate between more than one sphere:

Fig 3 - digital and technology spheres



We can also add spheres for communications and policy making as the successful delivery of digital services, and of digital strategies, will require close collaboration across these areas:

Fig 4 - adding comms and policy spheres



1.4 The illustrations used throughout this document show all of the spheres as the same size and arranged to allow a discussion of the activities and roles that fall into each and into the intersections. Clearly, in reality, the relative size and configuration of spheres will vary across organisations and may also shift over time.

1.5 We can now map activities and roles onto these spheres to better understand the organisational design required to support successful delivery of digital strategies. We will start by looking at leadership.

## 2. Leadership

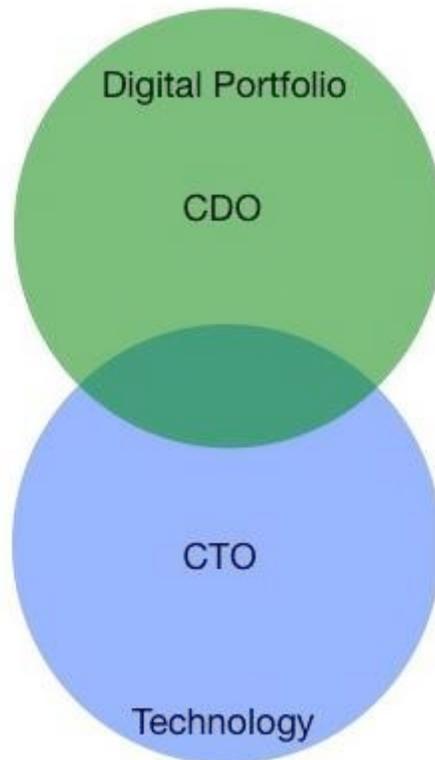
2.1 The digital strategy for each organisation needs to be owned and championed by the Board, and delivered by an empowered digital leader. Where possible, the function of digital leader will be fulfilled by a Chief Digital Officer.

The Technology Operating Model states:

“The new roles of the Chief Digital Officer (CDO) and Chief Technology Officer (CTO) are those of strategic, transformative leaders. CDOs will be focused on delivering digital public services and the wider digital by default strategy, while CTOs will be focused on providing the Mission IT that support digital public services and internal users.”

“government digital and technology leadership will be strongly represented at board level, and specifically responsible for driving business change, not maintaining a steady state. In many cases digital services and mission IT should — for now — be managed as separate but strongly linked workstreams, driving transformation across the department. In all cases where departments run digital services, digital should be represented at the same or higher seniority level as technology.”

Fig 5 - digital and technology leadership roles

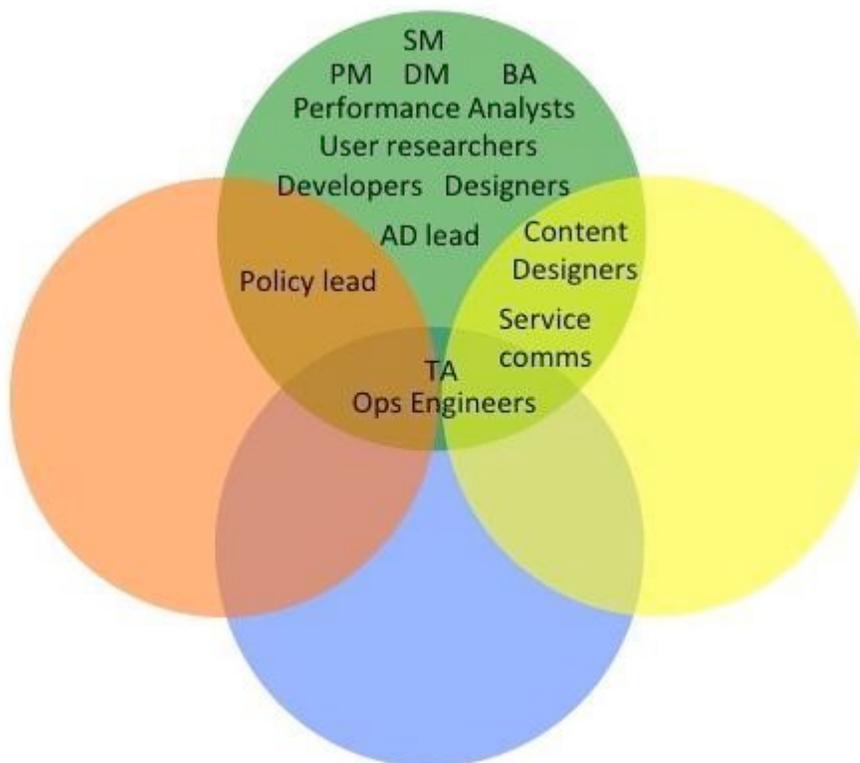


- 2.2 Digital and technology leaders will need to have close working relationships with Communications Directors and senior policy makers, to enable the collaboration needed to deliver digital strategies.

### **3. Delivering digital services**

- 3.1 Although not every government organisation will be developing and running digital services, this activity is central to the digital strategies of most. The development and continuous improvement of digital public services depends on a multidisciplinary team, led by a Service Manager. The scale and exact configuration of the team will depend on the complexity of the service and the phase of development it is in. The team may be made up of a mix of permanent staff and shared or external resources and will bring together the right mix of skills to deliver what is required in the current phase. Good portfolio management will be needed to ensure the right skills are available and to minimise disruption (see 9 below).
- 3.2 Whilst working on a service, the team should be accountable to the Service Manager regardless of where they originate from within the organisation. In all cases, the team will be far more successful if they physically sit together and the service manager should be empowered to make this happen. The likely roles needed to deliver and improve a service are described in detail in the Service Design Manual and can be laid out as follows:

Fig 6 - multidisciplinary service team



Key: SM = Service Manager, PM = Product Manager, DM = Delivery Manager, BA = Business Analyst, AD = Assisted Digital, TA = Technical Architect

- 3.3 The Service Manager should be an internal member of staff who stays with the service for an extended period. They are responsible for ensuring the service they manage meets the Digital by Default Service Standard throughout its life cycle. They need to be empowered to make decisions about the priorities and direction of the service and to be the sole “product owner” for the delivery team. Wherever they sit in the organisational hierarchy, they will need a close working relationship with the digital leader and access to the right skills to develop and continuously improve their service.
- 3.4 On large or complex services, the Service Manager is likely to devolve some of their responsibilities to one or more Product managers - particularly where a service has more than one product backlog and delivery team. The Service and Product managers might also be supported by one or more agile Business Analysts who can help identify needs and priorities, and support stakeholder management and reporting.

CASE STUDY: HMRC has several service managers who originated in the line of business via a selection process and are supported by experienced digital product managers.

3.5. The Service Manager's decisions about the direction and priorities of the service will be informed by user insight from User Researchers. User Researchers should be part of the service delivery team throughout the development lifecycle. Once services are live and stable, user researchers might be shared across the portfolio, but during Discovery, Alpha and Beta, the services should have a dedicated user researcher.

3.6 GDS recommends that organisations have a Head of User Research to lead the development of this capability - to support services but also content and policy development. User research skills might be recruited into the organisation but this can also be a development opportunity for existing staff - e.g. social researchers.

CASE STUDY: MoJ have developed in-house user research capability, led by a Head of User Research. The Home Office are also following this approach.

3.7 Each service needs input from a Technical Architect who should be involved from Discovery onwards. They should be a member of staff who stays with the service for an extended period. They are likely to play a significant role in ensuring a joined-up approach with other parts of the technology estate such as mission IT and infrastructure. In some cases, a Technical Architect may work across more than one service, but they need to be available when the team requires their input, and should be involved with detailed conversations within sprints.

3.8 GDS also recommends that each organisation has a Lead Technical Architect Head of Technology with a remit across the digital portfolio as a whole. They will be able to identify broader opportunities to share data, code or approaches across services and are likely to lead discussions across the digital and technology estate.

CASE STUDY: MoJ have a Head of Technology within their Digital Service team who is able to take a view across the portfolio and look for opportunities to develop shared solutions.

3.9 GDS also recommends that each organisation has an overall Head of Design to lead visual design, interaction design, service design and, in some cases, front end development. Increasingly the focus will be on designing end-to-end user

experiences, including offline elements, for example redesigning the paper forms connected to a service.

CASE STUDY: MoJ have had a Head of Design for some time and HMRC have recently appointed one. Ben Terrett, Director of Design at GDS, is talking to more departments about further hires and is keen to support departments in finding Heads of Design.

- 3.10 Service delivery extends from Discovery all the way through to live fully supported software. The service delivery team therefore needs to include web operations capability (marked as Operations engineers in Fig 6 above). There should be no hard divide between those who develop solutions and those that deploy and support them. In addition, the team, led by the Service Manager, needs to ensure that the solutions the team are delivering are appropriately secure and assured to government standards.
- 3.11 The service manager is also responsible for ensuring there is a digital take-up plan for their service. They are likely to have a dedicated member(s) of the team leading on this who will be responsible for ensuring appropriate assisted digital provision is put in place and working with comms colleagues on digital take-up messages. The team may also be feeding into wider departmental work on digital inclusion.

CASE STUDY - The Driving Standards Agency redesigned service which has delivered an increase in digital take up from 92.5% to 96% representing a 45% reduction of residual telephone transactions.

- 3.12 Although it will be beneficial for organisations to build internal design and development capability, in some cases these skills will be brought in and provided via contractors or an external supplier. It may be that most of the core delivery team is brought in in this way, or just that the team is supplemented with additional skills when needed. The internal Delivery Manager will need to manage the successful integration of external people or teams, supported by good portfolio management.

CASE STUDY: The Electronic Vehicle Licensing service in DVLA is being delivered by a team made up of internal staff and an external supplier.

## **4. Operating digital services**

- 4.1 As laid out in the Digital by Default Service Standard, service development doesn't stop at launch. Services need to be supported and continuously improved. During service development, the team need to consider how the service will be operated once it is out of Beta. This should be planned and tested during the Beta phase and is likely to involve close collaboration with existing operations teams, e.g. call centre staff who might be providing user support.
- 4.2 The core delivery team will remain in place once a service is live, proactively improving the service based on performance data and user feedback. If significant new needs emerge, then the team may need increased capacity, perhaps going back through a Discovery, Alpha, Beta process on new features.
- 4.3. Alongside proactive improvements, the team also needs to have the capacity to respond to incidents raised by users or via monitoring. These might be triaged through frontline support staff but, in many cases, they will need to be passed to the development team - either for immediate attention, or to add to their backlog.

## **5. Communications activities**

- 5.1 All government organisations will be using the internet to publish information about their activities, policies and services (via GOV.UK), to run campaigns and consultations and to engage with and respond to stakeholders, the press and members of the public. Where the organisation is also developing and running digital services, these will also need support from communication professionals.

Some of these activities are represented here:

Fig 7 - Comms activities



- 5.2. As stated in the Digital Communication Capability Review published on 15th November 2013, all comms professionals should consider the use of digital as part of their role:

“Digital is mainstream. It shouldn’t be ‘owned’ by a particular team”... “for the mainstream communicator effective use of the essential digital tools to do your job should be supported and made mandatory as soon as possible” (para 5.5).

- 5.3 However, the review also suggests that there is still a need for some digital specialists within the comms community - to lead best practice and quality assurance - and GDS support this, particularly in light of concerns about the oversight and quality of content published to GOV.UK laid out in the July 2013 paper Content Quality on GOV.UK.  
Teams who are designing content for publication should be also working closely with User Researchers.

CASE STUDY: DCMS and DEFRA both have integrated press offices with digital completely embedded but there are still digital specialists within each team.

CASE STUDY: DH have digital engagement and content teams working within the communications function, responsible for leading specialist digital communication work, but also with high expectations for the digital capability of other communicators.

- 5.4 Where an organisation is developing and running digital services, these will need content written by skilled content designers, informed by user research and performance analytics. These content designers might be based in the communications area and be assigned to a service as needed, but while they are working on it, they should be embedded in the service team, working alongside designers and developers.

CASE STUDY: The Lasting Power of Attorney service has a full time content design lead who has recruited a team of content designers. They have re-written the guidance for the digital service but are now also reviewing the templates used when correspondence is sent out to users and applying the same standards to these.

- 5.5 The service team will also be communicating constantly with users and stakeholders via Twitter, blogs etc. For large services, it may be helpful to embed a comms professional in the service team to support this - either full time or around particular milestones. Communications professionals, particularly those focused on marketing activities, will also need to play a role in digital inclusion and digital take-up - working closely with and led by the relevant service delivery teams.

## **6. Policy activities**

- 6.1 Digital tools and techniques should be used from the earliest stages of policy design - during problem forming and options generation and in understanding and consulting with stakeholders and customers. Policymakers need to be able to confidently use digital tools, supported by learning and development interventions (7.2) and with access to the relevant tools and technology (8).

CASE STUDY: DH have published a beta digital policymaking toolkit last year - aimed at providing policy officials with digital tools and techniques to help make better policy - and are currently working on integrating digital advice into their Policy Standard.

- 6.2. Digital channels and services will be central to the implementation, evaluation and iteration of policy. Policymakers therefore need to consult with digital specialists before making implementation recommendations to ministers. This may mean digital specialists being made available to consult on policies that are still a long way from implementation - i.e. where there isn't yet a service being delivered or a service team in place. Digital leaders and their portfolio managers need to work with policy colleagues to agree how to prioritise and resource these pre-service

conversations.

CASE STUDY: HMRC Tax-Free Childcare. The programme manager in the policy area identified that they didn't yet have delivery capability, but that it would be valuable to consider user journeys as they developed the policy. They invited an experienced digital transformation manager to a workshop and did a user journey mapping exercise that directly informed further work on the policy.

- 6.3 Once a service is being developed, policy makers should be closely involved with the Discovery process, and be thoroughly integrated into the service team as the service is developed, tested and iteratively improved. At the very least, policy should be represented in all regular team discussions and demos - represented by policy professionals who have a deep knowledge of the relevant policy and the authority to challenge and change it if need be. Policy makers will benefit from the user research, real time feedback and performance data generated by the service, enabling policy to improve and iterate hand in hand with the digital service.

CASE STUDY: The team working on the Lasting Power of Attorney service have a very close working relationship with the policy makers. The service team are involved with policy development discussions and consultation, and the policy team are involved with service development

Fig. 8 - policy activities



## 7. Enabling delivery: capability building

- 7.1 Building digital capability is one of the four priority areas highlighted in the Civil Service Capabilities Plan and also directly underpins the first four actions in the Government Digital Strategy. The level of capability needed will vary across roles - from specialist through to digital awareness - and a range of approaches are needed.
- 7.2 Each profession is developing appropriate development opportunities, with support from GDS and Civil Service Learning (CSL).

CASE STUDY: The Communication profession commissioned the Digital Communication Capability Review published in November 2013. Off the back of this, they have set up a Digital Communications Action Group, which is working to ensure that all communicators have the capability and confidence to ensure digital is fully integrated into their work. They are reviewing and updating existing materials

on CSL and reviewing and updating objectives and competences. All new job descriptions (JDs) will include an appropriate digital competence and every comms professional will have a digital objective in their appraisal for 2014/15.

- 7.3 The digital specialists in each organisation will also need to play a role in developing the digital capability and confidence of their colleagues, and need to have the capacity to support this. On a day to day basis, the teams who are developing digital services will be interacting with colleagues in procurement, finance and HR who need to understand and adapt to new more agile approaches. This is likely to be a two way process, with those professions encouraging greater awareness and new skills from within (7.2) and with service teams working to reinforce and demonstrate these ways of working. Digital specialists may also want to take a more proactive approach to sharing and developing digital awareness and skills through events and campaigns, or even by establishing dedicated roles to lead on this.

CASE STUDY: The Foreign Office have created two new Digital Training and Upskilling Officer posts. One of these will be focused on capability building around services, and the other will look at building digital capability within policy and comms.

CASE STUDY: Cabinet Office ran a Digital Fortnight awareness raising campaign which offered learning opportunities for all staff on a range of topics.

CASE STUDY: DH run a Digital Champions programme, with champions in every team in the department, as well as bespoke digital coaching sessions for their leadership team

- 7.4 As well as developing their internal capability, government organisations may need to recruit digital specialists. GDS offers a Recruitment Hub to support this process, but managers and HR professionals within the organisation will also need to adapt their approach in order to attract digital talent.

## **8. Enabling delivery: tools**

- 8.1 In order to engage in the comms and policy activities outlined above, civil servants need access to the relevant tools and devices, including social media platforms. All civil servants also need to be able to access learning and development opportunities that are delivered via digital channels - for example, the Open

Internet Tools product. Although progress has been made in opening up access in some organisations there are still issues in others. The Technology Leaders Network has been tasked with scrutinising the rationale for technical and security restrictions with a view to removing them wherever possible.

CASE STUDY - The Department of Health has allowed full access to social media for over two years, and also provides open online guidance to support this.

## **9. Enabling delivery: Strategy & portfolio management**

9.1 The digital strategy for each government organisation needs to be refreshed and iterated upon. Progress has to be tracked and publicly reported (including but not limited to the quarterly and annual reports collated by GDS and published on GOV.UK). The strategy needs to be championed within the organisation and with stakeholders. Additionally, everyone working in the organisation needs to be aware of relevant policies and standards for digital activities and supported in upholding these. This may extend beyond the central organisation to affiliated agencies or arms length bodies.

CASE STUDY: MoJ has created a Strategy & Portfolio team within their Digital Services team to lead on this.

9.2 The organisation needs to be confident that the right capability is available at the right time to deliver against the digital strategy. As referenced above, the digital activities within the portfolio will range from consulting on policy design (6.2) through to the running and continuous improvement of live services (4). The needs of digital projects and services evolving over time and the approach to portfolio management needs to reflect this and be as agile as the projects it supports.

CASE STUDY: The MoJ Strategy & Portfolio team are setting up a unified portfolio review process overseeing all digital and technology projects. All projects will be looked at by a weekly approvals board and their decisions will be reviewed monthly by the CDO, CTO and GDS Transformation Lead.

9.3 Given that the size and make up of the team needed to deliver and improve a service changes over time, organisations may want to establish an internal pool of digital specialists that can be allocated as needed. Where several smaller organisations are co-located, they may want to consider sharing skills across

organisations. However, as noted in 3.2 above, whilst a team are working together on a service, they need to sit together in one location.

CASE STUDY: MoJ have developed a pool of internal design and developers and the Lasting Power of Attorney service team in the Office of the Public Guardian is now made up wholly of civil service staff.

- 9.4 Many of the activities across the technology and digital portfolio will be subject to spend controls and approvals processes and the organisation will need to engage with these in a proactive and timely way. GDS is currently developing additional content for the Service Design Manual, specifically to address the area of governance for agile delivery. Whilst the service design manual already covers team level working, this new guidance addresses governance arrangements at the portfolio, department and cross-government levels, including HM Treasury, Major Projects Authority and National Audit Office. The guidance does not set out to be prescriptive, but is based on principles and examples that can be appropriately applied by Departments to meet their specific needs. The draft guidance is being piloted with three exemplars with the aim to publish initial guidance in the Service Design Manual during May 2014.
- 9.5 The capture, analysis and publishing of performance data will underpin the delivery and improvement of individual digital services but should also improve the quality of management information and decision making across the portfolio and throughout the organisation. Digital leaders have already agreed to release performance data and GDS provide the Performance Platform to enable and encourage this.
- 9.6 The organisation needs to be appropriately represented at the Digital Leaders Network, Technology Leaders Network and the various sub-groups that report into these and focus on specific areas e.g. GOV.UK Steering Group.

## **10. Enabling delivery: Business change**

- 10.1 The move to digital-by-default services will often require fundamental changes to working practices, configurations of teams, and business models - for example, the shift to digital from other channels will impact the staff in call centres. The impetus for change will come from the digital strategy, as owned and supported by the board. If change management or business change teams exist in an organisation, they will need to be engaged early on in service development to help understand, plan and facilitate the changes brought about by service transformation.

CASE STUDY: The Office of the Public Guardian are aiming to transform the technology and working practices that underpin their new service during 2014. The technology transformation is well underway, and the focus is now shifting to culture change.

## **11. Evolution**

- 11.1 In addition to understanding and managing the capability needed to deliver on digital strategies for the current year, organisations also need to consider how these needs will evolve over time. However, almost all of the activities described in this document will continue for the foreseeable future.
- 11.2 As referenced in section 4 above, there is an ongoing need for live services to be maintained and improved by digital specialists working in partnership with colleagues in policy and communications. In addition, any significant changes to existing services, or the development of new services, will require the creation of new or expanded multidisciplinary service teams. Some existing staff will develop digital skills to become digital specialists, reducing reliance on GDS and on external suppliers and contractors.
- 11.3 There will also be an ongoing need for information to be published to a high standard, on GOV.UK and elsewhere, and for the use of digital channels and tools to engage customers and stakeholders. This will be enabled by an increasingly digitally capable communications profession.
- 11.4 The policy profession will also increase in digital capability over time and will become increasingly integrated into an end-to-end policy/service design process that is enabled by digital tools and techniques.
- 11.5 All of this activity will be increasingly supported and enabled by communities of practice, sharing experiences across teams, organisations and the private sector. The Service Manager community is one of the first examples of this. As these self-help communities grow, the need for dedicated digital capability training officers is likely to recede.

