#### Cabinet - 12 December 2018

## **Walsall Proud Programme Contract Award**

**Portfolio:** Councillor Bird

Related portfolios: All

Service: Council Wide

Wards: All

Key decision: Yes

Forward plan: Yes

#### 1. Summary

1.1 Cabinet on 24 October approved the Walsall Proud Programme (WPP) framework as the council's future transformation programme that will transform the way the council works; achieve better outcomes and customer experience; increase staff satisfaction and engagement; and improve service efficiency and performance. A programme designed to be cross-cutting and focused on the way we work, touching all services, so that change can be delivered once across the organisation. The report details the approach to be taken, the implementation resources required and the proposed external partnering arrangement.

#### 1.2 This report:

- Requests approval of the new 'ways of thinking' and 'ways of working' framework.
- Requests approval for the award of a contract to a partner to support the council to deliver the WPP,
- Outlines a range of estimated investment and benefits (savings) over the course of the programme,
- Outlines a range of financial parameters for approval, within which the contract and WPP must operate and deliver,
- Requests approval of initial investment to support contract delivery in 2018/19, to be funded from the existing transformation earmarked reserve.
- 1.3 This report needs to be read in conjunction with the confidential report in the private session of the agenda.

#### 2. Recommendations

2.1 That Cabinet approve the new 'ways of thinking' and 'ways of working' framework as set out in sections 3.8 and 3.10 of this report.

- 2.2 That following consideration of the public and confidential report in the private session of the agenda, Cabinet approves the award of contracts for the provision of Transformation Delivery to PricewaterhouseCoopers LLP (PwC), for a period of up to 3 years and 3 months, with an associated value of *up to* £10.7 million; noting that the majority of the final contract value will be directly linked to benefits realisation as set out in the associated private agenda report.
- 2.3 That Cabinet delegates authority to the Executive Director Resources and Transformation to enter into subsequent call off work orders under the contract referred to in recommendation 2.1 of this report and to subsequently authorise the sealing or signing of any associated contracts, deeds or other related documents, subject to the totality of work orders meeting the financial parameters in 2.4 over the life of the contract.
- 2.4 That Cabinet approves the following financial parameters for delivery of the WPP:
  - I. A total investment cost to benefit ratio of 1:3 (i.e. for every one-off £1 invested inclusive of contract value and all other investment this will deliver at least £3 recurring benefit which can be used to support the councils financial position or be reinvested into services).
  - II. Within the above total investment cost ratio, total one-off revenue and capital investment to be capped at £26.1m, inclusive of the contract values at 2.2.
  - III. From a cash flow and financing position, that, apart from year 0 (2018/19), in year financial benefits will exceed the in-year investment and therefore finance itself, without placing any strain in any particular year on the medium term financial plan. Year 0 to be funded from the transformation reserve.
  - IV. That once the final savings and costs are known, for these to be reflected in future capital programme and revenue budgets.
  - V. That the investment costs, once finalised, be funded from a combination of existing transformation fund earmarked reserves, and recurring savings generated from the WPP, without any further call on the medium term financial plan.

#### 3 Report detail

- 3.1 As with all local authorities, Walsall Council faces the challenge of continued reductions in funding alongside increasing demand for existing and new services. Shifting demographics, including a growing and ageing population, means there will be fewer young, working age population and more older (65+) and very elderly (85+) people. There are high levels of deprivation and changing customer expectations and behaviours towards the council. All of this is exacerbated by uncertain economic prospects due to global and national events such as Brexit. At the current time, Walsall expects to have a funding gap of £53m by 2022/23.
- 3.2 Walsall's current ways of working have evolved organically over the years but they are now not adequate for the council to deal with the new challenges being faced. To achieve its vision to support Walsall's residents to live, work and play well in the local area, the council will require fundamentally different ways of

- working. The council's ambition is to modernise ways of working to be digitally enabled, more flexible, entrepreneurial, and efficient.
- 3.3 A key action arising from the 2017 LGA Corporate Peer Challenge was that a full stocktake be undertaken of the entire organisation to enable the council to better understand the demand on all services so that it can adapt to meet the needs of Walsall's growing population.
- 3.4 The Walsall Proud Programme is a large-scale whole council change programme. Experience elsewhere has shown that where this level of change is required it cannot be achieved without significant external support. In acknowledging this from the start, the council undertook a procurement process for a two-phase contract. PwC were awarded the contract.
- 3.5 Phase one diagnostics, outputs and business case (stocktake) has been completed. The stocktake provided an assessment of Walsall's current ways of working both quantitatively and qualitatively and created an evidenced case for change. It explored opportunities for new ways of working and proposals for how to take this forward through a refreshed transformation programme. A WPP framework has been developed that shows 9 key themes and 8 enablers that will activate benefit mechanisms to deliver financial and non-financial benefits for the organisation. These benefits will directly support the council's priorities, and increase sustainability in the face of future demand.
- 3.6 Details of the approach taken and findings were reported to Cabinet on 24 October, and the framework approved. This has provided the foundations for the high level design of the council's new ways of working.
- 3.7 Over the last 8 weeks, the council, supported by our partners, PwC, has designed our future 'ways of thinking' and 'ways of working' framework, guided by our Corporate Plan:

Our Vision - Inequalities are reduced and all potential is maximised,

Our Purpose - To create an environment that provides opportunities for all individuals and communities to fulfil, and

#### Our Guiding Principles –

- Striving to be the best value local authority, use of resources compared to other outcomes;
- Customer First, resolution of gueries at first point of contact;
- Support Services that enable the business;
- Corporate Functions that support the business;
- Quality Services at defined levels;
- Digital by Design, by our thinking and our culture.
- 3.8 The council has developed a 'ways of thinking' framework that can be applied throughout the organisation: strategically, operationally and at the individual level. It is centred around understanding customer need, aims, and contextual information (e.g. on root causes, wider determinants, and evidence for what works) to support better decision making on the nature of council support. This

ways of thinking is summarised overleaf and illustrates the five core elements of the 'ways of thinking' framework; AIM KNOW DECIDE RESPOND REVIEW.

3.9 This model is driven by design principles that have been previously developed and agreed for the organisation, as follows:

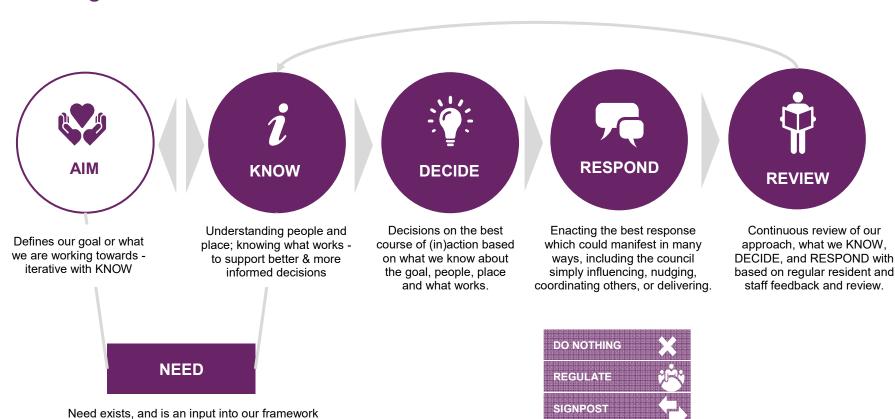
	Primary design principles	
Customer Offering	<ul> <li>We are clear about who our customers are, the services and standards they can expect from us</li> <li>We support our customers to be independent in making a positive difference to their own lives through proactive engagement and self-service as the first point of contact</li> <li>We are guided by our customers and their feedback to co-design and continuously improve our services</li> <li>Our customer offer will be designed with the future in mind, making the best possible use of digital technology, where appropriate</li> <li>We will work closely with our partners to drive a new and different relationship with residents, and are clear about the different roles that we and our partners play</li> </ul>	
Processes	<ul> <li>We design processes around the user and their experiences, ensuring processes are proportionate and minimalist, encouraging self-service at every opportunity</li> <li>We build trust into our processes, putting responsibility and accountability at the right level and acting proportionately when things go wrong</li> </ul>	
Technology	We are clear about what we want and need from technology to support the business, ensuring that technology always enables rather than restricts	
Information	Our strategic planning and decisions are informed and driven by trusted, accurate business intelligence and an evidence base	
Organisation	<ul> <li>We harness relationships with each other, our partners, and suppliers (public sector, private and VCS organisations); united by a set of common objectives and outcomes for Walsall and its population</li> </ul>	
People	We actively recruit people who demonstrate our values and behaviours and encourage staff to live the Walsall brand	
Governance	Our governance arrangements are proportionate and simple, mindful of our regulated environment; governance provides accountability and assurance to support decision making and enable what we do	

# A 'ways of thinking' framework for the organisation that can be applied to all decision-making for the council

INFLUENCE

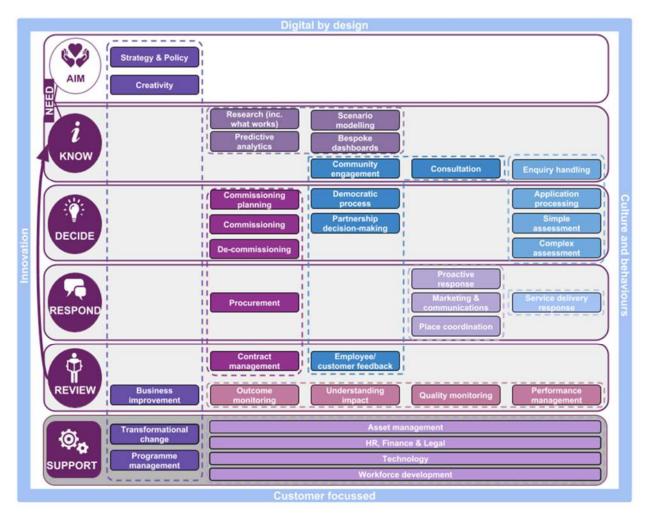
CO-ORDINATE

DELIVER / ACT



or model shown here

3.10 A 'ways of working' design has been developed to show how the council can deliver and enable the 'ways of thinking' that has been defined. The 'ways of working' provides the council with a design against which to build an organisation that is capable of delivering the 'ways of thinking' across the organisation. This design defines the functions that are needed for the council to operate effectively and is the basis of Walsall's ways of working framework and the Walsall Proud Programme that will be delivered.



#### **Ways of Working Framework**

- 3.11 The outputs from this work will be used to support delivery of the Walsall Proud Programme, attached at Appendix 1.
- 3.12 Cabinet are now being asked to approve award of the phase two detailed design and delivery contract, incorporating:
  - Detailed design for core components of the future ways of thinking and ways of working and the approach to implementation. Duration: January to April 2019.
  - Construction and implementation, including programme architecture and management – implement core components of the new ways of thinking and new ways of working model, change and project management and management of benefit realisation and technology implementation. Duration: April 2019 to March 2022.

#### 4 Council Corporate Plan priorities

4.1 The Walsall Proud Programme is fundamental to the successful delivery of the priorities now and in years to come.

#### 5 Governance and Risk management

- 5.1 Effective governance arrangements will be key to the successful delivery of the Walsall Proud Programme and associated benefits. The governance framework is currently being finalised, but is expected to consist of:
  - a) A Transformation Programme Board, which will be responsible for:
    - monitoring overall programme progress in line with strategic objectives and anticipated benefits,
    - acting as the decision-maker on critical transformation-related issues.
    - responsible for strategic scope, communicating programme vision, resourcing, timing and approval of all programme deliverables,
    - control of the programme leading to delivery on time and within agreed resources.
    - It will also hold other constituent parts of the programme to account on performance against the programme plan, budget, risk and issues.
  - b) A Commercial Group, which will manage the commercial arrangements and performance between the council and its suppliers. This group will be responsible for:
    - ensuring that the programme meets its set commercial objectives through successful programme delivery,
    - making decisions based on achievements of the commercial objectives.
    - managing contractual relationships,
    - making programme investment decisions based on anticipated benefits and costs, and
    - approving payments linked to project and programme delivery.
- 5.2 The above will be supported by a Programme Management Office that will:
  - provide co-ordination, assurance and support to enable the efficient and effective delivery of the transformation programme across the council,
  - will work on behalf of the Programme Board to liaise across programme delivery teams to facilitate and support collaboration and successful delivery outcomes,
  - monitor, review and report on progress being made against programme benefits,
  - provide ongoing monitoring and maintenance of risks and issues, escalating risks to the appropriate board for review and action, and
  - provide support to, and provide the information that enables timely decision making by the Transformation Programme Board and Commercial Group
- 5.3 The Constitution requires that a named officer of the council is required to discharge contractual arrangements. As such, recommendation 2.3 requests for delegated authority be given to the Executive Director Resources and Transformation to enter into subsequent call off work orders under the contract referred to in recommendation

- 2.1 of this report and to subsequently authorise the sealing or signing of any associated contracts, deeds or other related documents. In practice, the work orders will also be subject to the prior approval of both the Transformation Board and Commercial Group, to ensure they meet the required governance arrangements for the programme before formal delegated authority approval is executed.
- 5.4 It is recognised that large-scale transformation comes with risks. Walsall has an embedded risk management system. Some high level risks have been assessed around the following themes: Vision and Leadership; alignment with other system changes; governance; unengaged stakeholders; drop in current performance; competency gaps; loss of key people; capability and capacity and a lack of pace. Mitigating strategies are being developed. A risk register is currently being produced for the WPP and, as the individual projects develop, each will have its own risk register and detailed mitigation plan.
- 5.5 Whilst it is anticipated that significant benefits will be achieved through changes to operational practices, in order to deliver the full range of financial and non-financial benefits, changes to current service policy, such as delivery arrangements, charging policies etc., will also be required. These will be brought to Cabinet for consideration and approval. Prior to considerations of policy changes, a full policy review and impact assessment, including equality impact, will be presented, alongside the benefits, to allow an informed decision to be made. Should the policy change not be enacted, then a reduced saving may be delivered against the programme.
- 5.6 Large-scale transformation carries risk, but it also provides opportunity. It has been acknowledged that the council's current ways of working, which have evolved incrementally over the decades, are no longer adequate to meet the challenges facing local government. Increasing customer expectations and demand for new and existing services, alongside reductions in funding tell us we need to change our way of working fundamentally. Addressing these challenges, through an ambitious transformation programme, provides opportunity to focus effort on service delivery, enable the business to prioritise and target resources more effectively, deliver an improved customer experience and improved outcomes for customers and provide financial sustainability for the council.

#### 6 Financial implications

- 6.1 Phase 1 costs, the stocktake and high level design, total £330k. These costs have been met from the existing transformation fund. This precedes the phase two work, which is the subject of this report.
- 6.2 The business case for phase two has identified headline financial benefits and investment costs. The level of cost and benefit involved in the detailed design and delivery support to the programme are dependent on the level of ambition and appetite for change in each of the nine opportunity areas (The 9 themes). It is also important to note that the delivery of financial benefits is dependent on a combination of all themes and enablers. This means that a single theme cannot be expected to deliver in isolation of the other theme areas.
- 6.3 The business case has identified that by transforming ways of working, the council could achieve between £39.2m to £80.9m of recurring benefit (saving), comprising of:

- Internal operational savings £17.6m of benefit with the potential to achieve up to £31.5m,
- External spend savings £13.3m of benefit with the potential to achieve up to £32.8m.
- Income generation opportunities £8.3m of benefit with the potential to achieve up to £16.6m,
- Alongside the financial benefits, it also identified that the council could achieve better customer experience, staff satisfaction, and improved service efficiency.
- 6.4 In order to deliver financial savings of the potential identified above, there will be the need to incur one-off revenue and capital investment. Experience elsewhere has shown that where this level of change is required it cannot be achieved without significant external support. As stated, the council acknowledged this from the start, undertaking a procurement process for a two-phase contract. Phase one is complete.
- 6.5 The following table shows the estimated financial investment required to deliver the range of benefit savings during phase two. The high end estimate is based on our partner's experience of technology, internal and external (including partner fees) resource costs from delivering similar programmes at other councils. All investments are one-off costs. Any ongoing costs (such as maintenance and licencing of new technology) will be funded from the ongoing savings realised from the programme. Costs at the low and mid end have been capped at a maximum of £1 investment for every £3 benefit as recommended below.

Range	Recurrent Saving	Maximum One-off Investment
High	£80.9m	£26.1m
Mid	£60.0m	£20.0m
Low	£39.2m	£13.06m

- 6.6 The level of financial benefit (savings) and investment cost will be firmed up during detailed design of the WPP programme, due to be concluded by April 2019. Benefits (savings) are expected to be realised over the life of the contract and beyond.
- 6.7 In order to move to phase two, Cabinet are now being asked to approve award of a contract. In advance of the detailed design stage, and the final level of savings being identified, it is necessary to introduce a cap on contractual arrangements and total investment costs, to ensure that the financial benefits of the programme exceed the overall costs and generate recurring financial savings, which can be used to meet the council's future medium term financial outlook funding gap and reinvest into priority services.
- 6.8 Based on the high end of the estimated benefits range, it is recommended that the following cap is applied:
  - a total investment cost to benefit ratio of 1:3 be approved (i.e. for every one-off £1 invested this will deliver at least £3 recurring benefit which can be used to support the councils financial position or be reinvested into services). Investment costs include the contractual fee; internal resources (backfilling of key posts required to deliver the WPP, skills training and change management) and other investments such as implementation costs for technology solutions;

- From a cash flow and financing position, that, apart from year 0 (2018/19), in year financial benefits will exceed the in-year investment and therefore finance itself, without placing any strain in any particular year on the medium term financial plan.
- 6.9 By entering into the phase two contract, and based on the figures identified above, Cabinet are being asked to approve:
  - Award of a contract, following consideration of the confidential report in the private session of the agenda, to PwC, to provide the external support required to deliver the WPP, capped at £10.7m, noting that the majority of the final contract value will be directly linked to benefits realisation (savings), as set out in the private Cabinet report.
  - One-off investment costs, inclusive of the above, capped at £26.1m (revenue and capital split to be identified),
  - That once the final savings and costs are known, for these to be reflected in future capital programme and revenue budgets.
  - That the investment costs, once finalised, be funded from a combination of existing transformation fund earmarked reserves, and recurring savings generated from the Walsall Proud Programme, without any further call on the medium term financial plan.

#### 7 Legal implications

7.1 Due to the specialist and complex nature of the proposed contract(s), an external legal firm has been appointed through the EM Lawshare Framework, to advise the council in relation to its contract negotiations with PwC and draft an appropriate written contract, in a form approved by the Head of Legal and Democratic Services, which shall be made and executed in accordance with the council's Contract Rules. Browne Jacobson, the law firm appointed, have extensive experience in this area.

#### 8. Procurement Implications / Social Value

- 8.1 An initial procurement process was undertaken in accordance with Public Contract Regulations 2015 'PCR's' and the council's Constitution, which resulted in the award of a Transformation Consultancy Support Contract (Phase One) to PricewaterhouseCoopers LLP 'PwC' to undertake a stocktake of the organisation.
- 8.2 Tenders were sought for the provision of Transformation Programme Support Services using a competitive open procurement process, which commenced on 5 February 2018, with a return date of 7 March 2018. A Contract Notice was published via the Official Journal the European Union 'OJEU' and was posted to the Council's E-Tendering portal, to alert the market to the tender, in accordance with Public Contract Regulations 2015 and the Council's Contract Rules.
- 8.3 One hundred and twenty four suppliers initially expressed an interest through the council's e-tendering portal and downloaded the Invitation to Tender (ITT).
- 8.4 Tenders were opened on 7 March 2018, by James T. Walsh, in the role of Assistant Director Finance and Julie Jones, Assistant Procurement Officer, using a formal opening ceremony on the In-tend e-tendering portal. The council received 16 tender submissions as set out below:

Bidder No.	Bidder Name
1	Pricewaterhouse Cooper LLP
2	Ember Group
3	Navigation Partners
4	RedQuadrant Ltd
5	Risual Ltd
6	Apogee partnership Ltd
7	KPMG LLP
8	Capita Plc
9	Deloitte LLP
10	Information Services Group (Europe) Ltd
11	Ernst & Young LLP
12	Castlerigg Consulting Limited
13	P2 Consulting
14	Qwest Services Limited
15	Socitm Ltd
16	CPC Project Services LLP

8.5 All of the tenders received were from organisations outside of the Borough council postcode area. Tenders were evaluated by a panel of four Executive Directors, in accordance with the criteria published in the ITT as shown in Table A below:.

#### Table A

## Weighted Price Criteria:

The evaluation of this section was against information included in the pricing schedule

Criteria	Percentage
(a) Fixed Price Element	25%
(b) Schedule of Day Rates	15%
Total	40%

### Weighted Non-Price Criteria:

The evaluation of this section was against information included in the Non-Price Criteria Questionnaire

Criteria	Percentage
Stage 1 Pass/Fail Selection Questions	
Timescale of Delivery	Pass/Fail
Budget	Pass/Fail
Capacity and Capability	Pass/Fail
Meeting the Specification	Pass/Fail
Stage 2 Scored Selection Question	
% Savings (Column C)	20 marks
£ Net Savings Delivered (Column F)	20 marks
Total	40 marks
Stage 3 Award Questions	
Case Study	23%
Delivery and Methodology	15%
Project Management and Team	5%
Commercial Proposal (Contract Two)	10%
Programme Milestones (Contract One)	5%
Social Value	2%
Total	60%

8.6 The price represented 40% of the total weighting. Tenderers price scores were calculated based upon the following:

**The Fixed Price Element (a)** of the price criteria was evaluated on a pro rata basis, with the lowest cost awarded full marks for this sub criteria (25%), and each subsequent bid a proportionate pro rata weighting.

**Schedule of Day Rates (b)** of the price criteria was evaluated on a pro rata basis, with the lowest cost awarded full marks for this sub criteria (15%), and each subsequent bid a proportionate pro rata weighting.

#### 8.7 Schedule of Day Rates (b) Non-Price Criteria Questionnaire

Stage 1 Pass/Fail Selection Questions were scored on a pass/fail basis, any bidder who is unable to answer yes to any of the questions in this section may not be considered further and could result in exclusion from the process.

Stage 2 Scored Selection Questions were scored out of 40 marks.

- 20 marks was awarded to the highest percentage Savings and each subsequent bid a proportionate pro rata weighting.
- 20 marks was awarded to the highest £ Net Savings Delivered and each subsequent bid a proportionate pro rata weighting.
- The score awarded for percentage Savings was added to the score awarded for £ Net Savings Delivered to achieve an overall score for Stage 2. All compliant bids were carried forward to Stage 3 Award Questions.

Stage 3 Award Questions were weighted as set out in the Table A above.

- 8.8 Following completion of due diligence and assessment of mandatory requirements, eleven of the sixteen tenders were deemed compliant and taken through to Stage 2 and Stage 3 of the evaluation.
- 8.9 During stage 2 of the evaluation it was established that that one of the tenderers, submitted a variant bid, which was not permitted, therefore that tender was excluded from the process. The remaining ten tenders were taken through to Stage 3 of the evaluation.
- 8.10 A moderation meeting was used to agree a moderated final score for each of the Stage 3 non-price criteria questions and determine the top scoring tenderer. The top scoring tenderer was then invited to a clarification meeting to clarify specific content of their bid.
- 8.11 Following evaluation of the tenders against the advertised criteria, a contract for Transformation Consultancy Support Contract (Phase One) and a subsequent 'Supplemental Contract' for contract high level design, detailed design planning and governance setup was approved by Executive Director Resources and Transformation, on the basis that the PwC's tender was:
  - Compliant
  - Able to fulfil the requirements of the contract
  - The most economically advantageous tender
  - Value for money, including social value

- 8.12 Given the specific commercially sensitive data of the tender evaluation information, a report detailing the evaluation criteria and the outcome of the evaluation appears in the private report.
- 8.13 In order to progress high level design of a new ways of working a further 'Supplemental Contract' was approved by the Executive Director Resources and Transformation and awarded to PwC, in accordance with Public Contract Regulations 2015, Regulation 32, for the completion of the high level design work, detailed design planning and governance set up.
- 8.14 It was anticipated at the outset that further services could be required to enable transformation delivery; and that the interdependencies of those services, in addition to constraints of intellectual property rights, would not allow for further competition. The council therefore took steps to enable, in a transparent and compliant manner, the award of a further contract to the successful tenderer, for the design and delivery of a refreshed transformation programme, without a need for a further procurement process. Subject to Cabinet approval, the proposed transformation delivery contract will awarded to PwC and published in accordance with the PCR's, Regulation 32.
- 8.15 A risk of challenge exists with any procurement; however, steps have been taken to mitigate those risks through the completion of a compliant procurement process.
- 8.16 In accordance with the Social Value legislation, the council's Social Value Policy and PCR's, the procurement process and associated tender evaluation has included the assessment of tenderers social value commitments. Social Value is an integral part of the proposed contract, which will seek to maximise the benefits of specific, measurable, achievable, realistic and targeted social value commitments, that were include in the original PwC tender, through robust contract performance monitoring. Social Value benefits will be achieved through PwC's provision of volunteering, development support for the third sector and local businesses, community initiatives, and contributions to education as part of its delivery to Walsall.

#### 9. Property implications

9.1 There are no direct implications associated with the award of contract. Implications will become clear as the design work progresses.

#### 10. Health and wellbeing implications

10.1 There are no direct implications. Implications will become clear as the design work progresses.

#### 11. Staffing implications

11.1 There are no direct implications associated with the award of contract, however there will be staffing implications arising from the Walsall Proud Programme, in terms of opportunity to deliver better customer experiences and a better working environment for staff; with new ways of working to allow capacity to be freed up and the focus to shift more to service delivery and other value adding activities.

- 11.2 There will be direct implications for staff numbers in relation to WPP delivery and consultation with employees and unions will be undertaken in accordance with legislative requirements and the council's required procedures.
- 11.3 Implications will become clear as the design work progresses.

#### 12. Reducing inequalities

12.1 There are no direct implications associated with the award of contract. Equality impact assessments will be undertaken as the programme develops and will be undertaken on service and organisational change options as they develop.

#### 13. Consultation

13.1 The Walsall Proud Programme has been informed by evidence gathered and submitted during the LGA Corporate Peer Challenge process, the stocktake undertaken by PwC and via consultation with Cabinet members and senior managers. Briefings have also been held with political groups and the trade unions. PwC have worked closely with CMT to deliver the high level design and new 'ways of thinking' and 'ways of working' framework.

#### **Background paper**

LGA Corporate Peer Challenge Action Plan: Stocktake - Cabinet 24 October 2018

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James T Walsh
Executive Director Resources & Transformation

4 December 2018

Councillor Bird Leader of the Council

Mikil

4 December 2018

# **Appendix 1**

# **Walsall Proud Programme Approved Framework**

The following framework shows how the themes and enablers identified activate benefit mechanisms, to deliver certain benefits for the organisation. These mechanisms and the benefits delivered will sit across the council, and may not be attributable directly to any singular theme or enabler. It is the whole council approach across the breadth of these themes and enablers that will drive delivery of the benefits. These benefits will directly support the council's priorities and increase sustainability in the face of future demand.

