

Proposal for a scrutiny review by Governance and Resources Scrutiny Commission Terms of Reference Document

Report title: Whole Place Review: Long term unemployment and mental health

Municipal year: 2014/15

1. Background and drivers for the review

- 1.1. This paper proposes the Commission conduct a Whole Place Review looking at Long term unemployment and mental health. The Commission decided to conduct this review to explore and identify the barriers to implementing 'Whole Place' thinking in service / system reviews.
- 1.2. Councils are facing a set of tough and complex pressures. Local government is facing a decline in revenue alongside rising demand for services. These early years of austerity have been characterised by authorities taking action to reduce costs through a range of measures.
- 1.3. Given that public spending cuts look set to last well into the next parliament, local government need to raise its sights and shift beyond traditional cost reduction approaches.
- 1.4. Local public services need to be viewed in a much more holistic way, with a focus on how multiple organisations, and citizens themselves, can contribute to securing desired outcomes. This new landscape will require fundamentally different organisational cultures and behaviours to make it successful.
- 1.5. Taking a medium to long term focus the Governance and Resources Scrutiny Commission has decided to initiate a programme of work called Whole Place which aims to find new ways in which Hackney's public services can work together to achieve better outcomes for our residents. This explicitly includes services beyond the council itself and it will also consider how community-led action can contribute to better outcomes. This paper proposes that the Commission conduct its first Whole Place review on long term unemployment and mental health.

Overview & Scrutiny

- 1.6. As with programmes such as Total Place, Troubled Families and Community Budgets, the Commission will look at how services can be redesigned to better meet citizen's needs and do so in a more cost effective way. The review will look at how all relevant public money is spent in the borough, across different services, and ask how that money could be spent more effectively.
- 1.7. Taking a whole place approach will connect with communities to create shared solutions and help commissioners and service providers to spend / invest differently; to meet need and provide more efficient and effective services.
- 1.8. Core Questions

The Commission intends to complete a review to answer the following:

 - What are the barriers for those who experience mental health problems and who have been out of work for a long time re-entering the labour market and engaging in wider social participation?
 - What existing services are available to support this group and how successful are they?
 - How could support be redesigned to better meet the needs of this group and more effectively help people re-enter the labour market and/or achieve their aspirations?
- 1.9. The purpose of the review is to support prevention rather than cure: identifying the causes of high spend/need and then identifying how earlier intervention could reduce demand.
- 1.10. This review will seek to understand the current landscape of service provision for the long term unemployed with mental health problems from service providers and commissioners.
- 1.11. This review recognises that in order to make the system more effective, we must start with people, find out what their aspirations are and redesign support from there. The review will carry out a detailed consultation with service users, which aims to:
 - Understand the causes of LT unemployment connected to mental illness in Hackney
 - Identify the barriers to this group re-entering the labour market or engaging in education and wider social participation
 - Assess the effectiveness of existing programmes locally that engage with this group
 - Develop proposals for more effective approaches.

Overview & Scrutiny

- 1.12. The work of the Commission will involve the following pieces of work:
 - a) Review of existing research and data on this group - demographic characteristics, type of health problems experienced, analysis of causal factors
 - b) New qualitative research with Hackney citizens who are LT unemployed linked to mental illness to understand triggers, barriers, interaction with services
 - c) Collecting evidence from other authorities doing innovative research and work in this area
 - d) Discussions with partner organisations locally so that we understand the range of existing programmes and their views on what needs to change
 - e) Calculation of how much money could be saved if more preventative and more effective measures were taken with this group
 - f) Consider what successful outcomes might look like for this group.
- 1.13. This review will not carry out a review of service provision and performance. This review is focused on capturing the service user's journey, voice and views about services and the support available. This information will feed into the Council's existing cross cutting review on long term unemployment.

2. Background

- 2.1. It is estimated around 13 million has been spent locally on employment support for this group and they have not changed in the last decade. The Commission has chosen to focus on LT unemployment and mental health because this is the largest category on LT unemployment benefits in Hackney.
- 2.2. The LT unemployed are a vulnerable group, who have not benefited from generic support programmes. The Commission was informed many people from this cohort treated in the Work Programme do not follow a linear sequence, instead their pathway is chaotic. Quite often this has meant people fall out of the programme.
- 2.3. If individuals from this cohort receive health support it is through adult social care. However many people fall below the threshold for adult social care support and thus enter into the Work Programme. The single work programme assessment focuses on physical disability and not mental health.
- 2.4. The changes to the labour market have made it harder for this group to get back into employment. Once a service user has transitioned to

Overview & Scrutiny

IB/ESA, it is a great effort to get employers to view them as employable.

- 2.5. The Council is undertaking a review on youth employment, so a focus on this older age group (which tends to go on to benefit at 35) would be complementary and help to fill a gap.
- 2.6. The Council's deep dive into the benefits helped the organisation to understand the benefit profile in Hackney. Through this exercise the council looked at the provision offered and commissioned which highlighted that employability was not a guaranteed output and there was a series of factors that needed to be taken into consideration. This review will look at those factors.
- 2.7. The Council is following up on the council's previous cross cutting review of worklessness to establish how local services can be provided more efficiently whilst meeting the needs of service users early to prevent high spend / need.
- 2.8. Feeding the voice of the service user into the cross cutting review will help service providers to understand the needs of service users and consider how better links between services could reduce demand for this group.
- 2.9. This review will consult with LT unemployed claimants with mental ill health on ESA / Incapacity Benefit. To start engaging with service users the Commission will need to acquire knowledge about the current service provision and entry points to support services for service users. Further details about the consultation can be found under section 4.

3. Key Stakeholders

- 3.1 Key stakeholders to be approached could include the following:

Sector / organisation	Stakeholder
Service users / general public	<ul style="list-style-type: none">• TBA
Council depts and services	<ul style="list-style-type: none">• Public Health• Adult Social Care• Ways into Work Team

Overview & Scrutiny

Other London Boroughs / Councils	<ul style="list-style-type: none"> London Borough of Lewisham
Public Sector and executive bodies	<ul style="list-style-type: none"> East London Foundation Trust City and Hackney Clinical Commissioning Group
Academics / Expert Consultants	<ul style="list-style-type: none"> OPM - Sue Goss Independent Consultant - John Atkinson
Representatives of target groups	<ul style="list-style-type: none"> City and Hackney Mind Local VCS organisations TBA

4. Methodology

- 4.1. Scrutiny meetings are conducted monthly and for the duration of the review, the evidence gathered will be collated and published at these meetings. Desk research will be undertaken initially and throughout the review to provide background information on national policy and local findings.
- 4.2. Relevant community groups will be invited to participate in the review through written submissions, public meetings and site visits.
- 4.3. The approach and methodology for this review will be different and take a 'whole place' approach. This means looking across existing service silos, both within and beyond the Council. The focus will be on overall service provision savings from interaction with an individual not in ensuring a particular organisation benefits in terms of savings. This means working closely with colleagues across the public, private and voluntary sectors. The key outcome to be achieved is to empower people to help tackle the problems they face.
- 4.4. The focus of this review is hearing from Hackney's people and about the problems or barriers they face, rather than services and their objectives. The review will conduct one to one interviews with long term unemployed local residents on IB/ESA linked to mental health.
- 4.5. This review will commission external work. The completion of this review is dependent on identifying long term unemployed service users on IB/ESA to interview within the timescales of this review and

Overview & Scrutiny

commissioning an experienced facilitator and moderator to conduct the sessions in private.

- 4.6. The service user consultation will feed into the cross cutting review being carried out by the Council to influence and shape service provision locally. The key aim is to support prevention and identify the causes of high spend/need, to consider how earlier intervention such as better links between services can reduce demand.
- 4.7. To make recommendations on the point above the Commission will need to understand the service user's journey. This requires talking directly to the service user.
- 4.8. The vulnerability of the service user cohort and sensitivities of the issues being discussed, will require an experienced facilitator and moderator to capture their views and the information required; that will enable local providers and commissioners to redesign the way public services work to meet service user needs more efficiently and cost effectively.
- 4.9. The format of the consultation will be commissioning a skilled interviewer to

5. Timetable

- 5.1 The information gathering commenced in September 2014 – March 2015 and the report will be agreed at the June 2015 meeting of the Commission.
- 5.2 Highlighted is when different corporate aspects of the review are likely to be completed.

Task	Envisaged Timetable
Draft Terms of Reference, desktop research, consulting experts, confirming Executive Link Officer/Members	January – February 2015
Agreement of terms of reference	February 2015
Formal / informal committee meetings	November – March 2015

Overview & Scrutiny

Site visits	January 2015
Report drafting	April 2015
Consult Executive Link Officer/Members on draft findings and recommendations	May 2015
Schedule for Legal/Finance comments	May 2015
Consideration by Commission/Cabinet/Council	July 2015

5.3 The following is an initial outline of the timetable and suggested contributors:

September 2014	
Topic	Responsible Officer/Partner
Briefing on Total Place and Community Budget pilots	OPM - Sue Goss Independent Consultant - John Atkinson
October 2014	
Topic	Responsible Officer/Partner
Information about the total public spend in the Borough	LBH Corporate Director Finance and Resources, Ian Williams
November 2014	
Topic	Responsible Officer/Partner
Corporate Policy Team update on the long term unemployment in Hackney	LBH Chief Executive Directorate Policy Advisor, Shawnee Keck
January 2015	

Overview & Scrutiny

Topic	Responsible Officer/Partner
Information on the current service provision, client group and spend on services provided by the Council and partners for long term unemployed residents in the borough.	<ul style="list-style-type: none"> • LBH Adult Social Care – AD Commissioning, Genette Laws and AD Adult Social Care, Rob Blackstone • LBH Public Health – Public Health Manager, Gareth Wall • East London Foundation Trust – Dean Henderson, Borough Director • LBH Ways into Work – Programme Manager, Andrew Munk • DWP Job Centre Plus – Borough Relationship Manager, Stephen Hanshaw
February 2015	
Topic	Responsible Officer/Partner
Update and paper on consultation methodology, outline of consultation work with service users and confirmation of expert being commissioned.	LBH Chief Executive Directorate
March 2015	
Topic	Responsible Officer/Partner
Service User Consultation – Interviews with local residents who are IB/ESA claimants	TBA

- 5.4 In addition to these meetings Members of the Commission will conduct a site visits to London Borough of Lewisham to talk about their Community Budget Pilot partnership with London Borough of

Overview & Scrutiny

Southwark and London Borough of Lambeth. The visit will provide an overview of:

- Their work programme 'Pathways to Employment' and expected outcomes from the programme
- How they captured service user voice and how they used this information to shape the service provision to meet their needs
- The work they have done on mapping the service provision spend and potential savings from the new service provision.

5.5 The pilot is currently in progress and focuses on 4 client groups related to the area of our review:

- 18-24 year olds
- Over 50
- Lone parents
- Mental health.

6. Background Papers

6.1 The following are the key pieces of background reading for the review:

- Total Place: a practitioners guide to doing things differently, Leadership Centre for Local Government
- Places, People and Politics: Learning to do things differently, Leadership Centre for Local Government
- Local Public Service Transformation: A guide to Whole Place Community Budgets, Local Government Association, March 2013
- Mapping the Money: Public spending in Westminster, City of Westminster
- Neighbourhood Community Budget Pilot Programme: Research, Learning, Evaluation and Lessons, July 2013, Department for Communities and Local Government
- Our Place, July 2013, Department for Communities and Local Government and Local Government Association

7. Executive Links & Response

7.1 The following corporate stakeholders have been consulted on this Terms of Reference:

Contributor	How have they been consulted on proposal
Council Lead Director	Ian Williams, Corporate Director Finance and Resources

Overview & Scrutiny

Council Lead Officers	Michael Honeysett, Assistant Director Financial Management Joanna Sumner, Assistant Chief Executive Programme, Projects and Performance
Executive Member(s)	Cllr Geoff Taylor, Cabinet Member for Finance

Contact

Tracey Anderson, Scrutiny Officer
Telephone: 020 8356 3312
E-mail: tracey.anderson@hackney.gov.uk