

Cabinet Response to the Governance and Resources Scrutiny Commission review into Delivering Public Services – Whole Place, Whole System Approach

CABINET MEETING DATE

31 October 2016

CLASSIFICATION

Open

WARD(S) AFFECTED

All Wards

CABINET MEMBER

Cllr Geoffrey Taylor
Finance

KEY DECISION

No

CORPORATE DIRECTOR

Ian Williams
Finance and Resources

1. Introduction

- 1.1. Hackney is facing two challenges: there is continuing pressure on the Council's financial resources, and there are some social issues that are proving intractable. At the same time, the scale of growth and change in the borough, together with a growing realisation that the current structure of government locally is less fit for purpose than it once was, offers us the opportunity to think creatively about how those challenges might best be tackled in the future. This report is to be welcomed because it makes a helpful contribution to this process.
- 1.2. Looking at services as a "whole system" and from the perspective of the citizen, as urged by this report, is certainly the right thing to do. However, different publicly-funded services to local people are provided by various government agencies that report to, and are funded by, completely distinct arms of government. For example, the NHS and the DWP are parts of central government though run by different Secretaries of State, while policing is the responsibility of the Mayor of London, and adult social care and housing are run by the Council. When the needs of an individual might best be served by increasing spending by one government agency while reducing the cost to other agencies (now or in the future), this diffuse and poorly co-ordinated structure means that no-one is incentivised, or even in a position, to do what is the right thing both for the individual and for the public purse. The key to the successful implementation of many of the recommendations set out in the report is making the case for a system-wide approach unarguable.
- 1.3. The commission has chosen to investigate these issues by looking in some detail at efforts made to help long-term unemployed people overcome barriers to getting back into employment that involve mental health issues. In relation specifically to employment support, as currently provided, it is right to stress that organisations are trying to do the right thing, but are operating within the constraints of the current contracting frameworks with their centrally set numerical targets. The purpose of the research commissioned for the review was not to take a view on any of the organisations individually, but to look at the system of employment support from the point of view of the individual clients. This is just the starting point from which we can work with organisations to help shape the future of employment support in Hackney and the wider London region.
- 1.4. The commission has made a number of specific recommendations about employment support, and this response sets out what the Council is doing, or proposes to do, in these areas. However, we must not lose sight of the wider thrust of the commission's report. It is not only a more holistic, person-focussed and more efficient system of employment support that the commission is arguing for. In making its recommendations in this area, it is urging us to think hard about how

wider and deeper co-ordination of government agencies could provide services that are both more effective and less costly.

- 1.5. This is not though all about top down co-ordination and re-organisation. It is about culture change among the people who work in Public Service to encourage people to take a broad view of what they can do for the person in front of them, so that people ask “What’s my role here, what can I do that is within my remit, and what can’t I do that I may need to go to my manager to make possible?” It is about understanding that we are not here to protect our own budgets (though that is sometimes important of course!) but we are all, collectively, spending public money, and we have to ensure that we do this in a way that most effectively addresses the needs of that person in front of us.
- 1.6. I commend this report to Cabinet.

2. Recommendation

- 2.1. The Cabinet is asked to approve the content of this response.

3. Executive Response to the Scrutiny Recommendations

Recommendation One	
<p>The Commission recommends the Council and its partners conduct 'whole place and whole system' reviews for service changes adopting the principles in the order outlined in the report.</p> <ol style="list-style-type: none"> a. Identify all service providers in the system and bringing them to the table to discuss changes to the service provision holistically. This should include statutory and commissioned provider so all parties can understand how the service provision currently operates. b. Identifying the root cause of demand to be able to shift spending, action and support from late (crisis) to prevention (reducing the demand for specialist and expensive support services). c. Identify the point for early intervention to provide access, to support as early as possible in the pathway. Making support available at the point of need (timely and effective support) and not at crisis e.g. for an individual to remain in work to manage their condition and find a resolution. d. Starting with the service user not the services themselves: understand the person's aspiration and their journey through the system e. Making all services providers across the system jointly accountable for achieving the outcomes f. Commissioning for progression. Having outcomes that enable a person to develop their journey 	<p>There are a number of existing mechanisms via which we will disseminate the Commission's thinking and recommendations, and promote a debate among staff and partners.</p> <ul style="list-style-type: none"> - Commission members will be invited to present the principles set out in the report to the next meeting of the senior leadership team, i.e. the top three tiers of the Council's management structure, in late September / early October 2016 – date tbc. We will invite other partners to join in with this discussion, for example, health and DWP colleagues. - We will make the link between the principles and a new Organisational Development programme, which the Council's Corporate Strategy team is developing, "Change for Everyone," that seeks to address the challenges for the workforce, as set out in (h), and draws on what we've learnt from talking to residents in the Place for Everyone programme described below. - The Council's Regeneration Delivery function, including its employment service, is currently under review. Its future direction will be informed by the Council's Employment and Opportunity cross-cutting programme, and by developments at a sub-regional level. Scenario Planning: future of public services strand. Over the spring and summer we

<p>and achieve their goals</p> <p>g. Implement co-production and co-design in the organisation's commissioning cycle and service redesigns, so that services are designed through a partnership between service users and frontline staff</p> <p>h. Consider how professional roles and disciplines might be deployed in different ways to achieve better outcomes;</p> <p>i. Build trust between organisation and staff and the staff and citizens to enable greater innovation and flexibility at the frontline;</p> <p>j. Champion the value of sharing information across public services and beyond;</p> <p>k. Develop joint analysis to inform the Council's policies and enable services to reduce demand. Ensure the data being collected includes information about outputs and the quality of the service and how the service user interact with the service. Build up community insight on the characteristics of the people using the services to identify who uses it more and their specific needs. Capturing service user experience to help the organisation understand demand and where it manifests.</p> <p>We recommend the Budget Scrutiny Task Groups refer to the 'whole place, whole system' approach in their budget scrutiny work for phase 2.</p>	<p>have developed a scenario planning exercise with colleagues in housing and planning, and health and employment partners, using evidence to set the strategic goals for the place and the organisation for the next 10-15 years. One strand of this work is looking at the future of public services, linked to ideas about how the workforce will need to change, and co-production and co-design as described in (g). The scenario planning session for senior managers and the Mayor and cabinet members has been postponed to early October, to follow the September by-election. We will provide a written briefing for the wider group of Members on the scope of this work and will discuss how to involve members further with the new Mayor</p> <p>- Hackney A Place for Everyone is the Council's evolving approach to community engagement. During the last year we have run a series of events, and conducted a survey, through which we have sought to change the tone of our engagement with residents by asking people to work with us to develop solutions to the challenge of radically reduced funding for the public sector, while we continue to have complex social issues to address. A report that sets out what we've learnt and what we plan to do next will be produced over the next few months.</p> <p>- Our response to devolution, and the development of the</p>
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	<p>Council's relationships with other London boroughs in sub-regional partnerships, will in the first instance take shape around the Government's new Work and Health programme. There is an opportunity here to feed in the Commission's thinking.</p> <p>Some of these principles have already been adopted for particular pieces of work. For example, principle (d) was adopted for a review of the residential parking permit application process. Although this is a relatively straightforward transactional service, there are some lessons to be learned from this, particularly about trust – the point made in (i) that there has been – and continues to be – an issue with lack of trust between managers and staff, and staff and residents, which acts as a barrier to the most effective service delivery.</p> <p>There is currently a proposal with the Governance and Resources Commission setting out the remit for the Budget Scrutiny Task Groups looking at savings proposals for 2017-18 and beyond. One of the suggestions is to look at “whole system” spend on vulnerable adults.</p>
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<p>Recommendation Two</p> <p>The Commission recommends the service redesign principles outlined in the report are used in service areas of high need and high spend such as mental health, disabled working age adults and homelessness.</p>	<p>As above, there is a proposal to carry out a specific piece of work over the next few months looking at spend on vulnerable adults across service areas. The officer group leading on this can work closely with the proposed scrutiny task and finish group to shape this.</p>
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<p>Recommendation Three</p> <p>The Commission recommends the Council has an information sharing 'champion' to encourage the development of integrated systems/processes and promotes joint analysis across the whole system for service change.</p>	<p>There is an Information Governance group, led by the Corporate Information and Knowledge Manager in ICT, which leads on these issues. The corporate Policy and Business Analysis teams are working with ICT on a new Business Intelligence project during 2016-17 that will seek to implement new software to make it easier to analyse data across systems, while also seeking to create a shift in culture around the use of data. This should address principles (j) and (k) in recommendation one.</p>
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<p>Recommendation Four</p> <p>a. We recommend the Council works with local employers to encourage them to employ people who have been long term unemployed. We recommend the Council provides access to information or support and advice for employers and looks at what incentives could be offered to employers.</p> <p>b. The Commission recommends the Council leads by example as an employer with a programme that provides volunteering or employment opportunities for</p>	<p>The Council's Ways into Work team provide a free recruitment service run by the Council for Hackney's employers. Employers can use Ways into Work just as they would a recruitment agency, with the Council's aim to fill vacancies with Hackney residents who have been provided personalised support by the team to access training, and improve their ability to seek and maintain employment. This includes those who have been long term unemployed.</p> <p>The Ways into Work team are constantly seeking to engage with employers in the borough and have been able to provide a high standard of employees in addition to advice and guidance. Recently Ways into Work have been working with companies moving to the new Fashion Hub in Hackney Central.</p> <p>No one is excluded from working at the Council but it is recognised that more can be done to assist those who are long term unemployed or have specific health requirements.</p>
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<p>people who are long term unemployed and people who have experienced an episode of mental illness.</p>	<p>The Council currently makes every effort to respond to volunteering requests made by local residents, particularly those who are long-term unemployed and/or have health conditions. As part of the Council's cross-cutting programme of work on Employment & Opportunity, over the next year the Council will be developing a corporate approach to work placements, alongside the launch of the corporate apprenticeship programme. Voluntary work placements form an important part of the 'menu of opportunities' the Council provides for unemployed residents.</p> <p>All prospective Council employees are assessed on their merits and the Council provides an in-house support structure for all staff. This includes employees requiring support and advice about mental health.</p> <p>In addition all Council employees can use the independent and confidential counselling and advisory service provided by Workplace Options, an independent employee assistance programme, who help with a wide range of work, family, and other personal issues.</p>
<p>c. The Commission requests information from JCP about how they ensure work programme providers develop employer networks and forge relationships with employers to secure access to a range of job from entry level job to specialist jobs.</p>	<p>Jobcentre Plus is working with local businesses, including Tech City businesses, to secure employment opportunities for local residents working, in partnership with the Council's Ways into Work team.</p> <p>This has included work to develop networks of employers to provide a broad portfolio of opportunities throughout the borough. A number of joint recruitments have already been completed.</p>

	<p>In addition local points of contact for Ways into Work have been established in each Jobcentre. This has improved vacancy sharing, local labour market intelligence, and the opportunity to co-ordinate recruitments (i.e. section 106 agreements, pending council apprenticeships) to meet the needs of employers and to maximise opportunities for Hackney residents.</p> <p>Jobcentre Plus is working with a number of voluntary and community organisations to develop bespoke employment pathways.</p>
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<p>Recommendation Five</p> <p>The Commission recommends the Council and JCP work with commissioned organisations to bring moving on support services out to the setting where the individual has a positive experience; to enable discussions about progressing their journey.</p>	<p>Jobcentre Plus advisers are working with the Council's Integrated Gangs unit, Probation, and Youth Justice units to provide employment and skills advice in safe settings.</p> <p>There are three Jobcentre Plus advisers collocated to support the Troubled Families agenda and are located with Ways into Work alongside Council advisers, giving much needed advice and support to individuals who require it.</p> <p>Jobcentre Plus is also delivering quarterly Parent careers and employment advice fairs at children's centres in partnership with Hackney Council, the Hackney Learning Trust and voluntary and community organisations.</p> <p>Effective partnership work has been developed between JCP, the Council, voluntary and community groups, and other key stakeholders to better co-ordinate core actions needed to support unemployed</p>
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	<p>residents, including those that are long term unemployed.</p> <p>All this is with an aim to help sensitively prepare individuals for a return to the workforce and is in conjunction with tailored services for individual service users.</p>
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<p>Recommendation Six</p> <p>a. The Commission recommends the Council (including commissioned organisations) and JCP (including work programme providers) explore how frontline staff can work holistically with service users to address need at the first point of contact.</p> <p>b. The Commission recommends the Council and DWP's Jobcentre Plus to explore conducting a randomised whole system pilot to build up evidence of service delivery models across a whole place that will effect change for the long term unemployed to get back into employment.</p> <p>c. The Commission recommends the</p>	<p>Jobcentre Plus is committed to providing a service that provides solutions to service users, and work closely with the Council and the voluntary and community sector. A single point of contact has been appointed by Jobcentre Plus, the Borough Relationship Manager (BRM).</p> <p>The BRM has sat on welfare reform, Benefit Cap, and HDCSS review group meetings. This has enabled resolution to any issues identified.</p> <p>Regular meetings have been established between the Jobcentre BRM and the Ways into Work manager to analyse claimant count and employment rate data and to plan strategically on recruitment and regeneration matters.</p> <p>All this is to ensure that the Council and JCP are working together to provide a complete service to our users.</p> <p>The response from JCP is that this is something they would consider. Hackney has joined the Central London Forward grouping of boroughs for the purpose of devolution discussions on skills funding and on the Work and Health programme, which replaces the Work Programme and Work Choice. The head of our</p>
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<p>Council and its partners identify a place that has many of the profiles that fall into high need and high spend and do a place based pilot. A place based pilot will enable the Council to build an evidence base for whole place, whole system service delivery models.</p> <p>d. The Commission recommends the Council takes an iterative approach to service change, trying out new ideas on a small scale and properly evaluating their impact.</p>	<p>Employment Service has been invited to join to working group that is designing the new model. Early discussions on the model, and how it will be different to the Work Programme, include a focus on health involvement, deploying expert caseworkers with lower caseloads and ensuring access to wider support e.g. health care.</p> <p>The model is based on the existing Working Capital, which already incorporates randomised control trials to evaluate the effectiveness of different approaches.</p> <p>We have had an initial discussion with colleagues in public health on how to bring in funding from health to integrate with the new model. The proposal is that we develop this thinking as a pilot which could be subject to the Commission's continuing involvement in terms of tracking progress and reviewing the evaluation.</p> <p>Work is already underway on the Pembury Estate, where the Council is part of a Peabody-led project that is seeking to address residents' needs in a holistic way. There is potential to pilot different approaches to employment and health support linked to this project.</p> <p>This is an approach the Council is already taking with the review of the housing repairs service where we have worked with frontline staff to develop ways of working differently to allow them to do their job more effectively.</p> <p>The Council is also working with the Government's Behavioural Insights Team to look at ideas for increasing the recycling rate in the face of a national decline in rates</p>
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	<p>despite the financial penalties that will result. We plan to try out different ideas on a small scale, and will use lessons from the approach to this work to apply to other areas.</p>
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