

## DRAFT

### **Co-production and service re-design**

To provide better services for people it is important that partners across public, private and voluntary organisations, communities and citizens use their different knowledge and resources to jointly design, commission and deliver services. Key to this is putting citizens at the heart of decision making.

1) Please provide practical examples of where you have re-designed services and shared benefits with partners. What were the success factors and challenges along the way?

Melton Borough Council has worked with a range of partners, including Leicestershire County Council, Job Centre Plus, Leicestershire and Rutland Probation Trust, Leicestershire Partnership NHS Trust, Citizens Advice Bureau, Money Advice Centre, to transform the way services are provided to the people of Melton. We are all co-located in a modern fit for purpose building, Parkside. The 12 partners co-located all work in open plan accommodation and we have supported the development of a culture and ethos that has improving the lives of vulnerable people right at its heart. Having this focus has undoubtedly been a success factor in helping people to work in different ways. Front line staff are able to solve problems more easily and work with others to develop joined up and holistic solutions. This approach is already providing benefits for all of the agencies, but most importantly, is helping to improve lives, such as getting people back into sustained work or reducing the impact of debt or substance misuse. We have fully contributed to the design of the troubled families work in Leicestershire with our significant experience of addressing this at the local level providing a useful starting point for the co-design of the new service at the county wide level. Melton has worked with a local Family Intervention Project (FIP) since 2007.

We supplement our co-location working with our innovative development of community/children's centres that are located in our priority neighbourhoods. We fully recognise that the development of the human brain is very significant from conception to age of 3 and we know that we must do everything we can to maximise the potential of every new born child in the Borough receiving positive experiences during this period. Our pioneering work here has been recognised by the Graham Allen report on early intervention and by the ongoing work of the WAVE Trust who continue to acknowledge our work as best practice, such as our work on physical literacy for 0-3's. We have designed with our partners a targeted approach to ensure that as close to 100% as possible of the most vulnerable families are accessing services with a view to them all being "Primary School ready" at the appropriate time.

We are now moving this co-design of services onto a whole new level with the introduction of a new Learning and Skills Centre in Melton. This builds on our successful work as a Local Authority Universal Credit Pilot with DWP and will target our cohort of working age benefit claimants. As well as providing opportunities for work related skills this facility will also tackle holistic life skills issues, such as managing money, accessing digital services, managing tenancies and building resilience to cope with problems. We have ambitious plans to get much larger numbers of people becoming capable of living their lives more independently of public services and in the process helping others to do the same. We are developing a single assessment of need/triage process with Job Centre Plus and other partners which will be a key element of this new service moving forward. This recognises that people will more often than not have multiple issues that they need to overcome to achieve better outcomes and we need to become much better at joining services up around needs so that we maximise the chances of success.

We feel that key success factors include: - 1) Having a clear direction of travel and knowing what you are trying to achieve as a partnership; 2) Understanding aims of various projects and ensuring they align with direction of travel; and 3) Working to set aims with an understanding of the customer base to have an impact. Co-design well as best as we are able to do.

2) What are the barriers and enablers to moving beyond partnership working to genuine co-production?

One of the key barriers in our view is that we do not fully understand citizen relationships with different local public service providers. Which people take up GP appointment time, which people are regular callers to the police, which people are in arrears for non-payment of council tax, which people are using social care services, which people leave the school system not prepared for work, which people cannot manage their housing tenancies, which people struggle to manage their money, etc etc. Understanding vulnerability is difficult because we have no idea about which people are the ones who contact multiple agencies. Within a single local authority we do not always have a good view of contacts and relationships cutting across different services within that authority, never mind across external agencies as well.

Leadership is a key area to address. This is needed at all levels of organisations and a key aspect will be creating a culture of belief around being able to achieve better outcomes for people and linked to this an encouragement to innovate and try different things. The leaderships needs to be applied at the same time across all partners to maximise the chances of success.

Cross sector learning is also very important. This has to be more than reading a report or listening to a 20 minute presentation. The cultural issues are significant barriers to overcome and it will be important for people to appreciate the scale of these cultural issues and what might be needed to address them successfully. Information sharing will be a critical issue to address within this but not the only one.

3) How can a broader range of people including voluntary and community groups, and citizens, be successfully engaged and mobilised?

We have found that gaining momentum has helped this. We have not been short of partners wanting to get involved because success generates interest. We have worked hard to achieve this and we have ensured that all partners are treated equally with their needs and views respected.

Citizens too have been keen to get involved. When people are in a bad place in their lives and they receive the help and support to make improvements, our experience is that many of them are more than willing to put something back in to help others. We have encouraged this and we have some good case studies to demonstrate success.

4) What incentives would help to engage more places in service transformation?

It would help if there was a model developed to enable a part of any savings generated to be re-invested back into the place. For district councils many of the savings from success will accrue to other organisations, yet many of the discretionary service areas which could make a difference are district functions. Whilst wanting to make your place a better place can be a driver there is no doubt that financial incentives would act as an incentive.

## **Leadership**

Strong and collaborative leadership nationally and locally is a key condition to achieving better outcomes across organisations.

5) Please provide examples that demonstrate how you have achieved strong collaboration across political, managerial and front line leaders?

We have put a lot of effort in to how we can work better with partners. This was a particular focus for us before we moved into our new shared building in 2011 when we held a series of workshops to identify and address known barriers around information sharing. We also have some good examples of shared posts. We have a single post that manages People Services for Melton Borough Council as well as Children's Centre Services and Supporting Leicestershire Families (Troubled Families) both on behalf of Leicestershire County Council and one of our strategic directors has been based at County Hall for one day per week for the last four years. We have a new post managing the implementation of the Learning and Skills Centre that has been seconded from Job Centre Plus. Over the years, Melton Borough Council, as a very small district council, has been extremely agile and consequently able to take various opportunities that have supported more collaborative working. This included the response to the fire in 2008 that destroyed two thirds of our council office accommodation but has also included opportunities around neighbourhood management, early intervention, children's centres and welfare reform. We recognised a long time ago that public service investment often resulted in failure, hence our relentless focus on tackling the root causes of issues through better understanding of those failures using customer insight and more joined up collaborative working to develop solutions. At the political level we have three of our four County Council members who are also Melton Borough Council members, including our Leader and Deputy Leader.

6) What do leaders need to have in order to achieve greater collaboration and co-production?

We believe that the absolutely critical ingredient is a passion and a belief that you can make a difference to outcomes for people by adopting this approach. This means that leaders at all levels have to be prepared to do things differently and innovate, putting the customer first at all times. Leaders across different organisations will need to show trust, respect and understanding for others as well as being bold and courageous. This will need to include recognition of leadership issues that go across geographical boundaries and finding ways in which lack of co-termination of boundaries can be overcome. They will sometimes need to be persuasive and use different hooks to draw others in to the approach. A commitment to enabling an ethos around co-location is also felt to be crucial because without this it is harder to secure the cultural changes needed. This is much more than just having the same physical presence in a building. We also believe that this co-location needs to be close enough to particular localities so that local community engagement can emerge as the outcomes are improved, leading to vulnerable people developing their confidence through helping others facing similar issues.

7) What can be done both nationally and locally to develop greater leadership capacity and capability across all sectors?

We need to continue to challenge how we currently spend money in silos. We do need to describe a better picture of what good looks like and articulate the key ingredients. Development of a centre of excellence approach which is properly resourced could be useful. It is also important to address the leadership capacity and capability at all levels of organisations in order to break down the significant cultural issues that will be there. We also feel that we should give some much deeper thought to creating a performance framework that encourages partnership working and would make it difficult for any one organisation to manipulate the results. We have for some time advocated a dashboard of relevant indicators that all partners would be jointly and severally liable for achieving.

## **Organisational culture and workforce**

In future, people who run more integrated services will need to work across organisations with different cultures, professions and management structures. To achieve this, systems and behaviours will need to change, alongside a greater willingness to innovate.

8) Please provide examples that illustrate how best to bring different workforces together to deliver more integrated services, and how these changes were planned?

The planning for Parkside started soon after the fire in 2008 that destroyed most of our previous office accommodation. We developed a vision for the building that comprised of three main elements:-

1. We wanted to create face-to-face customer space that would be focussed on meeting the needs of the most vulnerable in a way that was more joined up across agencies.
2. We wanted to maximise the use of space by making the building as flexible as possible and by encouraging staff to adopt modern flexible working practices such as home working and utilising different work spaces.
3. We wanted to design the use of the space with partners so that we could develop an information sharing and problem solving ethos where staff from different agencies could adopt a Total Place/Community Budget type approach to working on a day to day basis.

Having secured agreement with Leicestershire County Council to co-locate we then entered negotiations with other key agencies. Not everyone was in a position to co-locate, such as the Police who had not long been moved in to new accommodation in the town, but we achieved good commitment from most of the partners. Some discussions, such as with Job Centre Plus, took longer than anticipated but we persevered. Shortly before we moved in to the new building we held a series of high profile workshops that were designed to try and create a safe environment for sharing information appropriately. These workshops included non-colocation partners as well as those who were collocating. Working with Leicestershire County Council and with national input from key agencies, such as the Information Commissioners office, these events were very successful and paved the way for good collaborative working from Day 1.

9) What were the ingredients of success, what were the key challenges and how were these overcome?

We feel that our ethos and focus on trying to achieve better outcomes is a key factor in our success. Partners can all buy into this and they all recognise the value of working in this way. Many of them comment on this and promote this way of working to others. We get a lot of external visits and everyone is proud of what we have developed. The biggest challenge is still cultural but it is nowhere near as big as it was when we all attended the first of the workshops in May 2011. We still feel that we can take the whole thing to new levels but we need support nationally and locally to be able to do this.

10) How can workforces be supported to become more open to new ways of working?

We need to find ways of encouraging staff to be less fearful of losing their own jobs. We need to recruit people who are more agile and more flexible and we need to ensure that staff know that this agenda requires behaviour change from citizens as well and that it will not happen overnight. We need to build up examples of success and communicate these well and we need to incentivise staff to be adaptable and focussed on outcomes. We need to build upon the motivational aspects of getting this right and helping people to improve their lives.

**New delivery models**

Achieving integrated services is going to require new ways of delivery which go beyond traditional in house and classic outsourcing. These can include joint ventures and partnerships, staff-led and staff-owned public service mutuals, and community-led enterprises and cooperatives.

11) Please provide successful examples of new delivery models and how they have provided better outcomes for people? Where possible include specific detail on costs, benefits and predicted savings.

As stated above we do believe in sharing or seconding posts across organisations. This helps to develop understanding across organisational boundaries and makes it easier to join things up at the operational level. It also helps to develop skills, generate innovation and facilitate information sharing.

We also have a long history within Melton Borough Council of organising services around people or place rather than more traditional service areas. This is a simple concept that we feel could be easily replicated in more places. This means that we often have very different structures to our peers, so for example we do not have a traditional revenues and benefits service. For us a key question around people is "Do we need to focus on 100% of the local population in terms of improving outcomes?" The answer is clearly not as most people are quite happily getting on with their lives. However, there are a number of more vulnerable people, possibly in the region of 20% of the population at any one time, who do have a greater demand upon public services and many of these will be known to multiple service providers. Our "people" approach has a focus on this cohort of people with the aims being to improve service integration and service co-ordination with a view to achieving behaviour change, earlier prevention of issues, greater independence and ultimately savings to the public purse.

This focus on people and place has carried through into the design of the new building with all 'place' related services tending to be on the first floor and all 'people' related services brought together on the second floor. Having this approach has increased our capacity and sharpened our focus on the outcomes needed. An example of this could be a benefits officer being challenged about how the benefits service could contribute towards reducing re-offending rather than the more traditional focus of processing new claims within the required 14 days.

Over the years we have been able to develop our approach to service integration through a focus on specific projects, such as developing new children's centres, tackling families with complex needs or testing aspects of the welfare reforms. As these projects have become embedded in our ways of working we have been able to move forward at pace greater service co-production.

As part of our approach to tackling the root causes of issues we have encouraged the development of a social enterprise model in Melton. This is particularly focused on alternative education but is also now venturing out into development of voluntary sector initiatives that will help vulnerable people and communities. We are finding that this model is delivering more and more young people with useful qualifications so we feel that we now have much reduced numbers of young people leaving the education system and not being able to cope with the rigours of life in the adult world.

12) What were the challenges, and how did you overcome these?

The biggest challenges we have faced have been to build understanding both internally and externally, tackle the silo based cultures that underpin traditional ways of providing services and maintaining focus on tackling difficult long term issues. We overcome these by maintain a relentless focus and communicating consistent messages. We work hard to understand different viewpoints and we are always looking out for different opportunities to move things forward. We are passionate that whatever service delivery models are in place they must be underpinned by a shared vision based on a commitment to well informed locality working, a commitment to early interventions, a commitment to putting

people first, a commitment to information sharing and a commitment to providing support networks to enable independent living.

### **Financial accountability and flexibility**

A clear framework for financial accountability is important to ensure effective decision making, service delivery and value for money. Many organisations have different and separate lines of accountability. To encourage greater collaboration, government has introduced a number of pooled funding arrangements such as the Better Care Fund and the Local Growth Fund, as well as various payment by results programmes. In addition, places are also pooling funding to collaborate more effectively around a shared set of outcomes. Despite this progress, funding is often fragmented, which can undermine effectiveness and value for money.

13) Which approaches to funding have led to better service outcomes? Please provide specific examples, including actions taken to overcome any barriers along the way.

In our experience the best way to move forward is to get different organisations united behind a common theme. The theme of supporting people to live their lives more independently, with consequential savings to the public purse, is a theme that most organisations can work towards. Once you have that focus people can use existing budgets and resources to help to achieve the outcomes required. There are also advantages in having shared posts with various budgets from across organisations (usually county and district) to be held by a single manager. This allows significant levels of flexibility and creativity in the use of existing budgets. For example, in our approach to getting people into sustainable employment we have been able to bring together budgets covering homelessness, children's centres, community safety, customer services and support to the voluntary sector.

14) What are the challenges and barriers that prevent partners pooling, aligning or jointly investing in shared outcomes?

The main challenges and barriers relate to difficulties around sharing vision and understanding of people related issues. Local authorities have different political mandates and it can be difficult to share a common vision. There is also a barrier whereby staff at various levels lack an understanding of how we could really do things differently by joining things up. For example, Job Centre Plus discussions with leisure officers has led to some different thinking about how to engage with young people through the medium of football to develop skills around CV writing. Organisations struggle to overcome a silo based mentality and it requires effort to make changes. With strong leadership that is aligned around a common vision these challenges and barriers can be overcome. However, what is also required is a commitment to customer insight that can obtain a really deep understanding of impact for the client and can translate into stories that mean something for the politicians and other key stakeholders within key partner organisations. This proved to be particularly successful in engaging all districts as part of the Supporting Leicestershire Families Programme.

15) Please provide examples of using capital assets or property to help transform public services and boost local growth, including how any challenges were overcome?

Following a major fire in 2008 which destroyed our main Council offices, we were presented with an opportunity to do something different. We now have a purpose built building, Parkside, which is used by 12 partner organisations who sit alongside each other in open plan accommodation. We have organised the space so that all of the people related services are located on the same floor and this has helped significantly in sharing information and working towards improving outcomes for people. The new building has less floor area than the previous Council offices even though we share the new building with 11 partners, with Melton Borough Council now using less than 50% of the total space. Importantly, the building was designed to facilitate transformation of public service delivery in Melton. The ICT solution for some of the key local partners means that there is total flexibility about where people can sit in the building and we

have designed informal areas to encourage integration of services around an ethos of information sharing and problem solving.

16) How could new approaches to funding deliver better outcomes for people by encouraging greater collaboration without increasing public sector borrowing?

We are firmly of the view that there is enough money in the system, even allowing for what has been taken out in recent years, to be able to secure better outcomes for people. The general problem is that most of it is spent without any focus on addressing the holistic needs of individuals and families and it is also often spent far too late, when it is usually a lot harder to make a difference. Silo based approaches are still difficult to break down in reality because of the complex way in which public services are structured and managed. We would suggest the introduction of an approach that makes local partners jointly accountable for a series of local indicators that collectively would be a good measure of how successfully different local areas were supporting people to live more independently with less demand on public services.

When organisations focus on single performance targets that will ultimately drive their behaviour. This can be seen through the often quoted example of hospital patients being kept in ambulances in hospital car parks because by entering the hospital it would count against targets around beds. As the organisation held accountable for crime figures, the Police do not tend to focus on the numbers going through the criminal justice system. They perhaps should be focussed on reducing crime whilst at the same time reducing the numbers going through the criminal justice system. If they were also part of a system that held all organisations in a locality responsible for these two targets, with others appropriate targets as well, such as the number of young people leaving school with a relevant qualification, we would create conditions in which organisations would have to work together to have a chance of being successful.

### **Information sharing**

Information sharing is often cited as a barrier to integrating local public services. The Cabinet Office is exploring legislative options for better information sharing, and the Centre of Excellence for Information Sharing has recently been established to tackle the cultural barriers. Both will go some way to help overcome these challenges. Understanding the precise nature of the barriers faced locally will help the Panel recommend what should be done and by whom.

17) What specific information needs to be shared locally in order to design and deliver more integrated services, and why?

In order to improve outcomes for vulnerable people it is important to share appropriate levels of information at the individual case level. If appropriate information is not shared there is a risk that the achievement of improved outcomes will be compromised. A vulnerable individual could have a range of needs that will cover issues such as housing, skills, health, financial wellbeing, relationships and attitude/thinking. Unless we join things up around these needs we run the risk of failure, which is often what happens.

We also need to think about how we could make better use of anonymised data at a more macro level in order to design better integrated services. We do not always need to share sensitive personalised data in order to understand what needs to change in the way services are designed. Having a robust approach to customer insight is vital to ensure that a deep understanding of customer related issues is heard by decision makers.

18) Does your organisation have a clear sense of what information it can and cannot share? If not, how could this be improved?

We have worked with Leicestershire County Council on joint training initiatives that has helped to raise awareness in this area. We considered this to be very important prior to occupying our new multi-agency building with partners in 2011. During the summer of 2011 we held a number of multi-agency workshops that were designed to assist with the establishment of an appropriate information sharing framework to support co-location of staff.

As a general rule we work on the basis that for personal data sharing we will always obtain consent. We are committed to achieving improved outcomes for individuals by working across partner agencies and with this in mind, to date we have not had anybody who has refused consent. If we were in the position where somebody refused consent and we felt that it was appropriate, we would work with partners to explore other legal routes for sharing information, such as community safety legislation.

19) Please provide examples of information sharing that has led to better outcomes for public services.

We have numerous examples of people being supported to obtain sustainable employment as a result of information sharing between Job Centre Plus and Melton Borough Council. We also have examples of families using various services as a result of sharing live birth data with health, which is now to roll out across the rest of Leicestershire. Through sharing information with Probation we have helped to see many ex-offenders find sustainable employment.

Within Melton there are now very few people coming through each year who are on the Police radar. The youth court closed a number of years ago and we are now much more likely to see all young people in Melton completely outside the criminal justice system.

20) What are the barriers to local partners sharing information, and what can Government and local partners do to overcome these?

Some of the barriers that we have had to overcome include the following: -

- Trust between agencies – To overcome this we have been consistent with the message of wanting to achieve better outcomes. We have designed spaces in our building that encourage dialogue between agencies. Staff from different agencies have learned to trust each other. We have also been very patient.
- Data Protection Act/Legal – This can still be a barrier. We have tried to understand the legal position and we have emphasised that we do not need all staff to know everything. Training has improved awareness of appropriate issues.
- Culture/Fear – We have worked particularly hard to shift the culture across organisations. The workshops we held in 2011 helped significantly as staff started to realise that the main emphasis was on improving outcomes for vulnerable people. The building is a massive plus point because it is specifically designed to encourage a more integrated culture.
- Information Systems – Sometimes we simply do not have or collect data that is expected. When we find this we either examine what needs to happen to begin to collect relevant data or we try and find an alternative way to get the information. For example, we carried out a joint survey with Job Centre Plus to obtain information not held for JSA claimants.