

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Policy and Resources Select Committee
Date:	14 July 2015
Title:	Havant Locality Working Pilot Update
Reference:	6819
Report From:	Paul Archer, Director of Transformation

Contact name: Pauline McWilliams, Transformation Lead, Havant Communities

Tel: 01962 833647

Email: Pauline.mcwilliams@hants.gov.uk

1. Purpose of report

1.1. The purpose of this report is to provide an update to the Policy and Resources Select Committee on the Havant locality working pilot, which could inform a blueprint for locality working in similar areas across the County e.g. Gosport, Rushmoor and Andover. The report sets out the anticipated benefits and drivers of locality working, highlights learning from other good practice areas and makes reference to additional work taking place in Gosport to develop a model for community hubs.

2. Background to locality working

2.1. Locality working is one of four workstreams that cut across departmental saving plans for Transformation to 2017. This workstream seeks to enable residents to access better, more joined-up services early on; use community assets more efficiently to encourage integrated working across agencies; and build community capacity and resilience, helping to retain and reduce demand for public services. By enabling the County Council and its partners to make best use of taxpayers' money, this workstream will contribute to sustainable public services over the longer term.

2.2. The move to locality working is in keeping with national policy and legislative developments. For example, improved locality working is implicit in the roll-out of early help hubs and the Duty of Prevention within the 2014 Care Act. The Transformation Challenge Panel's report *Bolder Braver Better* promoted co-location of services, improved data sharing and targeting high cost groups. The need to develop options for the interface with, and governance of, localities were also recommendations from the County Council's Corporate Peer Challenge, carried out by the Local Government Association in January 2014.

2.3. It is in this context that work is underway in Havant to develop a model for locality working. This is intended to inform the basis for locality working in areas across Hampshire with higher levels of deprivation, such as Gosport, Andover and Rushmoor.

3. Havant Locality Working

- 3.1. The Havant Public Service Plaza was one of the first major projects completed under the Hampshire Workstyle programme. This project resulted in a modern, flexible and spacious community hub, home to various public sector organisations. The Plaza facilitates co-location but organisations within it tend to operate in isolation. As a result, the benefits of joint working and information sharing are not being fully realised. The Havant pilot was initiated to understand the barriers to closer joint working and how these might be overcome to create a model of integrated working at the local level that could be replicated elsewhere.
- 3.2. The Havant pilot commenced in November 2014 with the recruitment of a Lead Officer. The post is a two year, fixed term secondment co-funded by (now) seven agencies¹, which form a Joint Working Board. The most recent agency to join the Joint Working Board is the Department for Work and Pensions (DWP). DWP are seeking to co-locate Job Centre Plus advisors in Havant Plaza, which is likely to act as a catalyst for improved joint working. DWP have agreed to contribute financially to the project and have joined the Joint Working Board. The Police will start to occupy space in the Plaza from the latter part of 2015 and the Community Rehabilitation Company (formerly probation) are also interested in using space within the Plaza and becoming a formal partner.
- 3.3. Good progress has been made to understand and raise awareness of how different agencies are working within the Plaza. This has involved shadowing different operations, most notably housing related services. Work has also been undertaken to explore good practice from other areas.
- 3.4. On 1 April 2015 the team visited Melton Mowbray with representatives of the Department for Communities and Local Government (DCLG) and the Public Service Transformation Network (PSTN) to learn about the 'Melton model' of service co-location and integrated working. A summary report on this visit is included in Annex A and a follow up event is being planned in Hampshire for the autumn. Learning from Melton suggests success in Havant will be contingent on a shared, clearly articulated ambition, strong leadership, and commitment to change. Later this year the team will be visiting Cheshire West and Chester Council, a former 'community budget' pilot area, which has seen an impressive reduction in service demand linked to an integrated, early help offer.
- 3.5. Learning from Cheshire West and Chester will help to inform the development of an integrated, early help offer in Havant. This will build on existing practices, such as Community Independence Teams, Supporting Troubled Families and the Children's Services Early Help hubs. The model for this offer is being refined in discussion with departments and partners, but in principle agencies and individuals would benefit from:
 - An improved customer 'journey', with access to help earlier. Better informed services will deliver timely intervention through a lead professional.

¹ Office of the Police and Crime Commissioner (OPCC), Hampshire Constabulary, Hampshire Fire and Rescue, South East Clinical Commissioning Group, Havant Borough Council, Hampshire County Council and the Department for Work and Pensions.

- Better-trained reception staff acting as ‘customer service assistants’. These individuals would undertake a triage role to identify additional areas of need and signpost residents to opportunities to help themselves.
- Multi-skilled staff empowered to act beyond their professional role in a key worker/lead professional capacity.
- Savings achieved through economies of scale, avoiding duplication, preventing issues from escalating and building residents’ resilience and ability to help themselves.
- Faster response times with better co-ordination of resources, so that each agency works more effectively and efficiently in their field of expertise. This will enable a higher quality, more consistent response to concerns about vulnerable residents and local need.
- Better understanding and appreciation of different agencies’ roles and responsibilities, leading to more effective multi-agency working, clear accountability and improved communications across partners.
- A significant reduction in the number of re-referrals through “failure demand” (demand caused by not getting it right first time) therefore freeing up capacity in the system.

4. Wider initiatives

- 4.1. The Havant pilot is not taking place in isolation. As mentioned above, the pilot forms part of a wider workstream running across Transformation to 2017. Within this workstream, work is underway in Gosport to develop a community hub, akin to the Havant Plaza. As well as generating efficiencies, this will lay the foundations for the extension of the locality working model developed in Havant, to Gosport. It will also help inform a model for community hubs in other areas of the county.

5. Conclusions

- 5.1. Improved locality working is a key cross cutting Transformation to 2017 workstream. It has the potential to deliver both short term efficiencies and medium to longer term savings through improved integrated working practices that meet need earlier, and in turn help to contain and/or reduce demand for higher cost services.
- 5.2. In Havant, where a Community Hub already exists within Havant Plaza, good progress is being made to develop a model for locality working. Early work has resulted in a better understanding of the barriers to joint working, while research into other good practice areas has highlighted the importance of fostering a culture of shared ambition, strong leadership and commitment to change. Work to develop a locality model in Havant will form the basis of an integrated, early help offer in areas across Hampshire with higher levels of deprivation. This is likely to include Gosport, where work is being scoped to develop a Community Hub.

CORPORATE OR LEGAL INFORMATION:

Links to the Corporate Strategy

Hampshire safer and more secure for all:	Yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Direct links to specific legislation or Government Directives	
Duty of Prevention, Clause 2 of The Care Act 2014	2014

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment

- 1.1. The Havant locality working pilot supports improved outcomes for vulnerable and disadvantaged groups seeking to ensure that residents receive help early on and so are prevented from reaching crisis point.

2. Impact on Crime and Disorder:

- 2.1. The Havant locality working pilot supports tackling crime and disorder through enabling better joint working and information sharing between agencies and by encouraging agencies to make best use of intelligence gained through their interactions with service users at community hubs.

3. Climate Change:

- 3.1. The Havant locality working pilot supports sustainability through encouraging the co-location of multiple agencies within a single site, resulting in energy efficiencies through reduced office accommodation and need for travel.

**Annex A:
Hampshire County Council visit to Melton Borough Council – summary
9 April 2015**

1. Context and background

- 1.1 On 1 April 2015 a group of staff from Hampshire County Council, Havant Borough Council, South Eastern Hampshire CCG and DCLG travelled to Leicestershire to visit the offices of Melton Borough Council.
- 1.2 Melton is considered a ground-breaking example of partnership working arrangements, having begun their journey towards better integrated working ten years ago. After their previous offices burned down in 2008, the Borough Council took the opportunity to fast-track its existing work by constructing a new, purpose-built office complex (Parkside), designed to maximise integrated working between different agencies. Currently the building houses staff from 16 different agencies (see Appendix I).
- 1.3 In the most recent round of Transformation Challenge Award funding, Melton Borough Council was a partner in two successful project bids (a project to help older people stay at home safely and a new online self-service platform to be shared with three other district councils), and the lead authority for a third project (phase two of Me and My Learning, discussed below).
- 1.4 Public services at Parkside and within the Me and My Learning project are united by an ethos of supporting residents to become more resilient in their everyday lives, and to reduce their dependency on public services. Specifically, there is a focus on digital, financial and social independence for all residents.
- 1.5 This ethos goes hand in hand with a workplace culture that encourages staff to take a holistic approach to anybody who presents to a service, including physically walking people through the building to another relevant service. This is naturally facilitated by the co-location of multiple services, but co-location alone has not been seen as a panacea. The approach is summed up by Melton's Chief Executive as co-location 'with a purpose, working together to solve problems and improve outcomes'. That sense of 'purpose' has been pursued and communicated relentlessly by senior management, resulting in workplaces where staff feel part of something wider than their own organisation, and have a clear sense of the benefits of joint working.

2. Parkside

- 2.1 The visit began with a presentation of the 'Melton model' by their Chief Executive. It became clear that this model goes far beyond the practicalities of sharing the Parkside building, to encompass the culture of joined-up and holistic working practices introduced above. Staff are trained to be flexible enough to either solve any presenting problem, or to know exactly who to refer to, avoiding customers feeling 'passed around'. A key element in helping partners work together more easily was making them feel comfortable right from the beginning about how they could share information and with whom.

- 2.2 The building was shown to be an important enabling factor, with staff engaged in its design and aims from the beginning, and continually involved in determining 'neighbourhoods' of co-dependent workers based on their needs. This was demonstrated in practice via a tour around Parkside, with co-located partners enthusiastic about the benefits to both themselves and service users. In particular, staff mentioned the benefits of being able to refer service users to other services within the building, meaning problems could be solved more quickly and reducing the chances of people 'falling through the gaps'.
- 2.3 The culture of joint working also extends beyond Parkside, with partners from the local GP surgery attending Joint Action Groups and sharing information. GPs have found that these working arrangements have reduced demand from complex groups in terms of non-medical needs.
- 2.4 Representatives from partner organisations agreed that they feel better able to cope with rising demand in the context of financial pressures in Melton than in other Leicestershire districts. Figures show a 40% decrease in crime over the past ten years, and a decrease in anti-social behaviour of up to 200% in some areas.
- 2.5 In the future, Melton Borough Council foresee bringing more partners (potentially including the Cabinet Office and more voluntary organisations) into Parkside, with more digitally enabled services allowing staff to be mobile and 'dropping in' occasionally. These drop-ins would be publicised to allow staff to plan around which conversations need to happen with which partners. They also hope to make better use of shared data to look at specific cohorts of service users to see how they are supported to live independently, in order to gain a holistic view of opportunities for demand management.

3. Me and my learning

- 3.1 The second half of the visit involved a presentation and tour of Me and My Learning, a multi-agency project that brings together employment and training support services in order to improve outcomes for some of the hardest to reach and dependent residents of Melton Mowbray. The service aims to support people into sustainable employment where possible, but in cases where employment may not be realistic for the foreseeable future, it seeks to gradually help people to reduce their dependency on public services in other ways. Partner agencies include Clockwise credit union, CAB, drug and alcohol support, Resident Support, and Voluntary Action Leicestershire. At the time of visiting (twelve months since opening), the project had supported 50 hard to reach service users into sustainable employment, and works closely with local employers such as Sainsbury's and Lidl.
- 3.2 Staff emphasised that the services themselves are nothing new, but that the way they are delivered is crucial. The partners have created a new brand which is not obviously aligned to Melton Borough Council or any of the other partner agencies, and staff offer a fully integrated service where clients are 'shared' and seen as everyone's responsibility. This helps to engage people who have previously been alienated by multiple referrals.

- 3.3 Several users of the Me and My Learning service gave testimonials about their experiences. All were very positive and emphasised how the service differs from anything they had accessed before, largely due to the culture of sharing responsibility for all clients which makes people feel cared about.
- 3.4 The service is also proactive in seeking out clients through social networks, food banks and other public or voluntary sector services. This increases demand for 'Me and my learning' specifically, but reduces demand for other services before people's needs become critical.
- 3.5 Phase 2 of the project will set up another centre in Blaby. Blaby District Council is keen to implement the approach used in Melton in order to achieve its corporate aims of improving local area co-ordination, building capacity within communities and supporting economic growth.

4. Supporting Leicestershire Families

- 4.1 The final item of the day was a presentation and discussion on the Troubled Families Programme in Leicestershire. Examples were given of how the Melton ethos extends into the Troubled Families Programme, with District and Borough Councils taking a leading role and adapting their services to produce better outcomes for families, for example better flexibility and early help in housing services, and better exchange of information between District and County. Similarly, employees are supported to develop multiple skills to allow more holistic working, such as council tax collectors gaining the skills to identify deeper needs of those who fall into arrears.

5. Particular areas of learning for Hampshire

- 5.1 Culture change
 - a) The visit highlighted the importance of strong leadership from senior management and councillors. The Chief Executive described a 'ten year journey' towards integrated working, with achievements made through unrelenting and high-level strategic commitment to the ethos, as well as consistently translating this strategic commitment into practical change.
 - b) Melton's success was partly attributed to the fact that the Borough Council were prepared to look beyond the boundaries of their own services to take into account the dependencies between District and County level service provision. A shared approach to understanding demand and capturing and sharing data across the whole of the public sector in order to better target services underlies the Melton model.
 - c) This approach is further embedded in a culture of 'caring' among staff. Customer service assistants are considered 'customer advocates' who are responsible for ensuring that customers receive the right services for their needs, often by physically walking customers to other areas of the building instead of a standard referral. Staff are encouraged and supported to work beyond their specific area of expertise to 'do what's needed' for service users and enter 'grey' areas in between service siloes in order to secure the best outcomes. The culture at Melton also promotes the importance of supporting service users to become more resilient and independent. Staff are supported to work towards next steps as demand

is better managed, thus expanding their areas of expertise and becoming more agile.

5.2 Physical space and IT infrastructure

- a) The practicalities of sharing a building were also emphasised as a key enabler. The building is split into a 'People' floor and a 'place' floor, and the Jobcentre Plus on the ground floor to facilitate public access. Other than these restrictions and some specified areas for police and probation due to data protection requirements, staff can sit wherever is best in terms of who they need to communicate with.
- b) The floors are entirely open plan with 'meeting pods' for staff to break out, which can be moved around and split to maximise flexibility. The building also offers free tea and coffee shared by all agencies, giving staff a place to meet and make connections. Joint working is further embedded through secondments between agencies. All staff use a single assessment of needs and a single referral form. The shared reception allows a client to be referred across to different agencies without experiencing disruption or having to make multiple visits to the site.
- c) The Borough Council uses a licensing system for partners based on a number of desks to be allocated throughout the building, with each desk licensed at the same rate for every public sector partner, and the voluntary sector benefiting from a reduced rate. The administration and property management costs are shared across partners.
- d) Partnership working is supported by an integrated secure IT platform which helps staff feel more secure when sharing information. Each member of staff working from Parkside can use any terminal to log into their own system using their own secure encryption. This maximises flexibility and means that staff don't need to place themselves according to the organisation they work for.

5.3 Information sharing

- a) Workshops have been held to help staff become more certain about exactly how and what they can share, and case study examples are given to show how sharing information can lead to better outcomes.
- b) Sharing data in this way allows partners to be more proactive about mapping demand and understanding where future need will come from, and Melton have identified this as vital to future development of their model.

5.4 Communications and political support

- a) The Chief Executive emphasised the importance of celebrating early wins and being accepting of early mistakes, where staff are still adapting to new ways of working.
- b) Staff were kept engaged from early in the process, with involvement in the design of the new building, protocols and systems and the clustering of related 'neighbourhoods' of partners. Staff are also supported to develop new skills and adapt to new ways of working.
- c) Notably, Melton Borough Council's new working model has support from across the political spectrum, and senior management were confident that they would continue in the same direction even with a change of ruling

party. Councillors were initially engaged through a focus on better outcomes in community safety.

5.5 Shared budgets, outcomes and performance measurement

- a) The Borough Council is trying to move towards pooling budgets and sharing performance targets to further develop the integrated working approach. There can be difficulties around the fact that the organisation committing the most funding may not always reap the greatest benefits, so it is important to encourage those that do benefit to continue to contribute to joint working projects. This is made easier by the fact that those benefiting from new ways of working will see their costs decrease over time.
- b) One of the major next steps for Melton is to develop shared KPIs and outcomes, and joint accountability for those outcomes. Shared data is an essential enabling factor for this step.
- c) The Public Service Transformation Network may be able to provide some support for Melton Borough Council to strengthen its performance and outcomes measurement. Paul Archer to call David Clarke to discuss this.

Appendix I – Partners at Parkside



16 Partners at Parkside