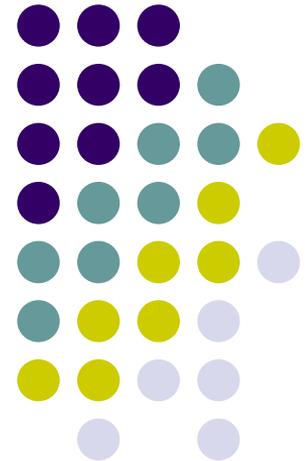


# The Impulse of Austerity:

## Case Studies in Joined-up Service Delivery

Dr. Clive Grace O.B.E.

Melbourne Closed Session 12<sup>th</sup> July 2013





# The UK state

- A devolved but fundamentally unitary state...
- Scotland, Wales, Northern Ireland
- 15% population, £60bn annual expenditures
- Significant legal powers and fiscal transfers
- ‘Evolution of devolution’ – a process not an event
- Very little cross country comparison within the UK – no appetite, and some aversion

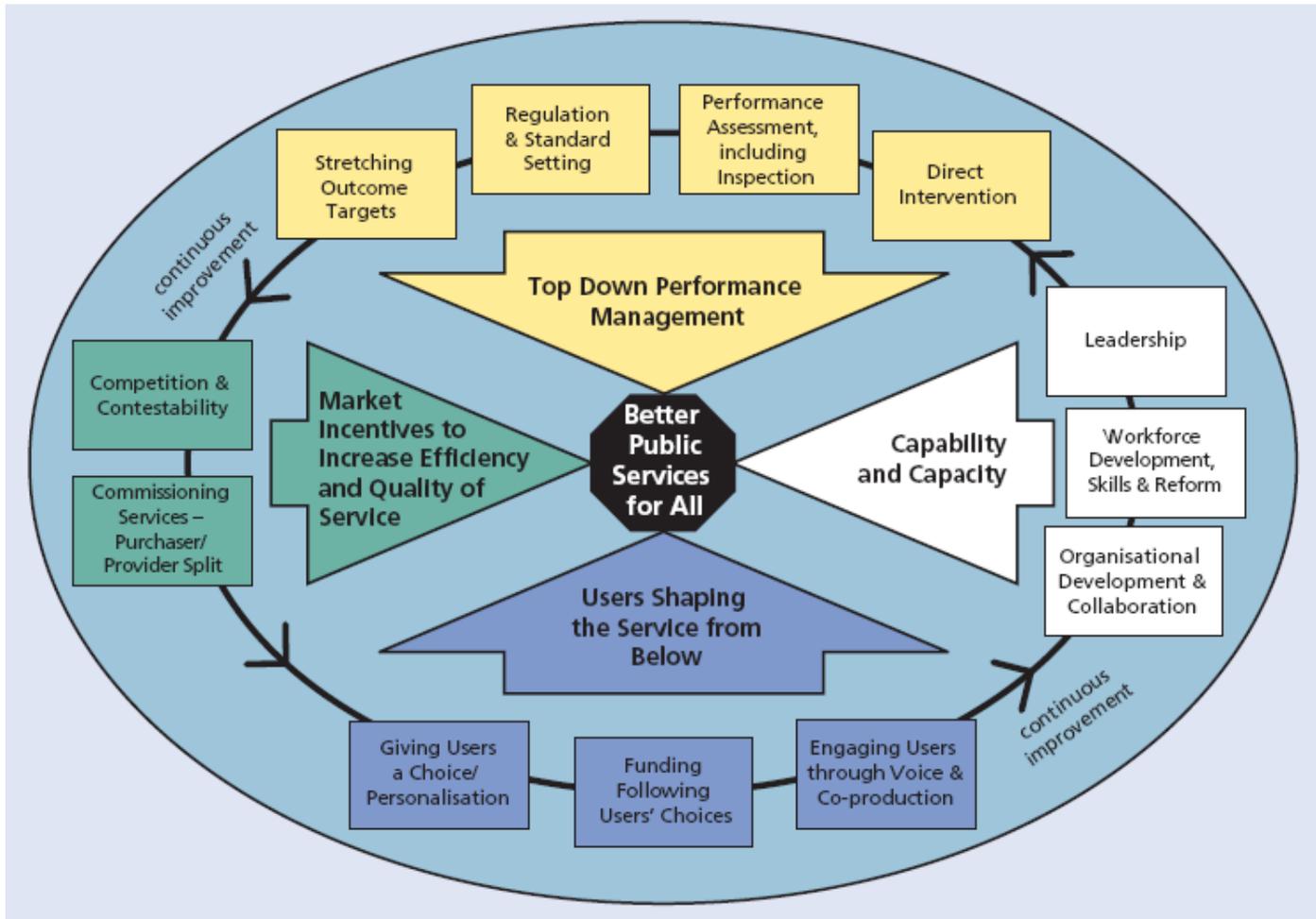


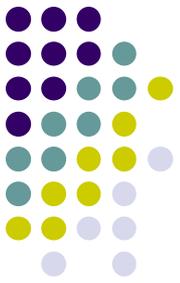
# Approaches to Reform

- The Blair/Brown Governments
- ‘Investment and Reform’
- Big on strategy....and good on strategy
- Sector focus – eg health service and education
- Area focus – community planning
- Theory of public administration – eg delivery focus and ‘policy-to-delivery’ chains
- Theory of change/efficiency – eg notions of contestability
- Theory of regulation and assurance – use of audit and inspection, and notions of ‘best value’
- Overall reform approach....



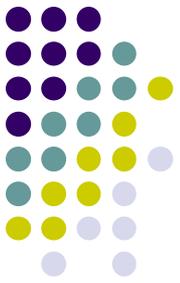
# Overarching Theory of Improvement





# The Impulse of Austerity

- Is huge in the UK
- Cuts of 30-40% over 4-5 years on administration + more selective service delivery reductions
- A huge impulse to efficiency as well as to service reduction....
- .....and also to innovation.
- Digital technologies have created considerable opportunities cross the board - in back office, front office, service delivery, customer relationships and communications, and so on
- Current public service change and improvement, and joining up, is often enabled by technology.....
- .....but energised and driven by austerity.



# Theory of Austerity?

- Sits very well with the new Government – not just about economy
- An opportunity to scale back the size of the state radically...
- ...and promote 'localism'
- Explicit 'Schumpeter' approach of accepting disruptive events and diversity.....and a greater emphasis on professional judgement
- Totally counter to the top down planning approach of the Blair years combined with muscular public service regulation
- Yet it requires strong central direction to break down strong public service structures such as health institutions and local education authorities, in favour of Health Services Commissioning led by General Practitioners, and relatively autonomous 'Academy' Schools
- Meanwhile, 'joining-up' delivery has become increasingly popular



# Problems and Pitfalls

- Accountability
- Performance
- Outcomes
- Capacity and capability
- The ‘whole-system’ problem
- Links to wider approaches to state and public services eg the conundrum of ‘localism and sharing’



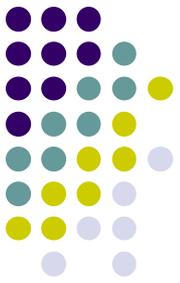
# Three Case Studies

- Health and Social Care
- Troubled Families
- Community Planning



# Health and Social Care

- Timely?
- Both central (NHS) and local government (social services) need to save
- Focus on joint working for years but very patchy
- Partnerships seen as key



# The Opportunity.....

- Integrated working
- Focus on elderly – regular users of high cost health and social care
- Whole system view
- Statutory basis for sharing exists
- Joint working=
  - Joint provision
  - Joint commissioning
  - Joint priorities
- Some good examples Essex (joint commissioning), Herefordshire (joint organisation), Wigan (joint leadership), North West (performance and data sharing)



# The Objectives.....

- Reducing unplanned hospital admissions
- Reducing admissions to residential and nursing care
- Improving discharge arrangements
- Enabling choice in relation to death at home

BUT

- How additional services are funded?
- Scale and method of releasing savings?
- How to share savings?
- Eg reduce hospital admissions and thereby cost to the Health Service.....by investing in community care by Social Services
- **And** the current changes to NHS structure may radically inhibit future joint working



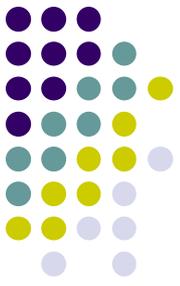
# Troubled Families

- Major issue - 120,000 families seen as ‘troubled’
- Have problems...and cause trouble
- Turn them around’ by 2015...
- Assignment of dedicated worker to engage whole family in all its problems
- Relevant public services coordinated and “demand on them reduced”
- 150 upper tier local authorities...£500m programme + further £200m in 2015
- £10,000 per family (40% central, 60% local) = 60% of cost of dealing with them
- Payment by Results



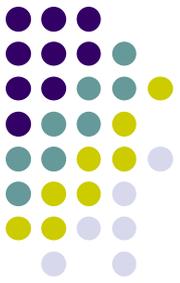
# Troubled Families: Issues

- Qualify if have 3 out of 4:
  - Truanting children
  - Involved in youth crime or anti-social behaviour
  - Adult out of work or on benefit
  - Cause high costs to taxpayers
- Agencies ‘also dysfunctional’, not getting to root causes, too many involved, fragmented and focussed on their own (parliament-given..) responsibilities
- ‘Myriad’ interventions ‘costly and unproductive’ (tho’ “well-intentioned...”)
- “Successful family intervention can mean cost savings for services”



# Troubled Families: Intervention

- Five 'factors' (method):
  - Dedicated worker, dedicated to a family
  - Practical, hands-on support
  - Persistent, assertive and challenging approach
  - Considering the family as a whole
  - Common purpose and agreed action
  
- Root causes??



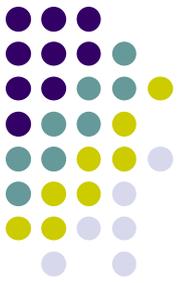
# Compelling evidence?

- Dundee Project – 80% reduced anti-social behaviour, 80% tenancy stabilised, 80%+ risk to community reduced, + wider positive impacts
- Anti-social behaviour found linked to deeper dysfunction eg substance misuse, mental health, domestic violence, poor parenting
- Other evaluations:
  - Natcen c40% reduction in family problems
  - Bristol 80% reduction in anti-social behaviour
  - Hastings & Wakefield 70%+ reduction in children on the ‘at-risk’ Register
  - Westminster 70% reduction in accused crimes
  - Knowsley 70% improved school attendance
  - Natcen statistically significant differences with ‘control’ group



# The future?

- Availability of back up services...at a time of service reductions across the board
- Characteristics of a “determined, committed, persistent an very talented group of staff who are succeeding where numerous services and interventions have failed in the past”
- Scalability?
- Replicability?



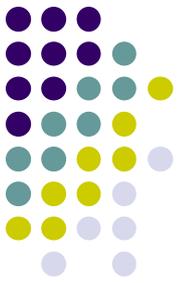
# Community Planning

- Significant focus for joining up across a range of areas of policy and intervention....including Health and Social Care, and re Troubled Families
- But much wider – developmental and economic matters, community safety, digital, NEETs, etc



# UK Local Government and Community Planning

- Large authorities - typically upper tier councils have 100,000+ residents, £300-400m revenue budgets, 6,000 workforce
- Wide range of services – education, social care, housing, transport, economic development, local regulation
- Low turnout and lack of engagement
- Relative dependence on central funding
- Statutory responsibility on local authorities to lead on ‘Community Planning’ – the key policy instrument for inter-governmental service delivery and policy
- Relevant to all areas but including cities
- Key mechanism for inter-(and intra)-governmental and agency relationships is ‘local strategic partnership’
- Corresponding (but weaker) duties on partners to participate and collaborate



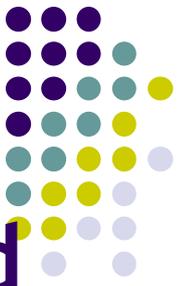
# Community Planning that delivers

- ❑ Risk of ‘Castles in the sky’ - unachievable objectives
  - ❑ Icing on the cake - nice to have but not core business
- Or.....
- ❑ See Community Plans as instrument of change, with outcomes linked to main programmes underpinned by networked performance management
  - ❑ An arena for connecting the democratic mandates of different levels of Government - a ‘Local Programme for Government’
  - ❑ Serving communities of place, of interest, of identity, and achieving key outcomes, and with other local and regional agencies bound in



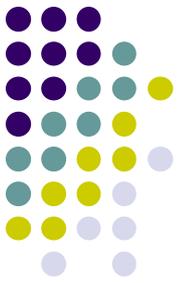
# A platform for Community Planning

- ❑ Inspire politicians and officials to do better for their areas
- ❑ Engage partners, challenge them to play their part, and be held accountable for delivering, including against long term goals which are hard to achieve
- ❑ Provide an arena in which democratic mandates can connect to and align with each other
- ❑ Be the means to focus on achieving the outcomes which people need and deserve
- ❑ A basis for an ‘Outcomes Agreement’ between the key partners, both the different levels of Government and the key statutory agencies



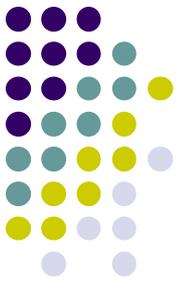
# For Community Planning to succeed

- ❑ The right (and committed) partners at the table
- ❑ Shared vision (priorities and objectives)
- ❑ Strong sense of values
- ❑ High levels of trust
- ❑ Collaborative capacity and capability
- ❑ ‘Soft’ skills - communication and negotiation
- ❑ Effective leadership
- ❑ Appropriate partnership structures and processes
- ❑ Pace implementation and provide capacity building and support



# From (Labour's) Local Area Agreements and Total Place.....

- LAAs - three-year agreement with government departments
- Local targets from community strategies agreed by local strategic partnerships
- 53 national targets from Government departments
- Performance reward grant if achieve targets
- ***“Total Place is a new initiative that looks at how a ‘whole area’ approach to public services can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations – delivering a step change in both service improvement and efficiency at the local level, as well as across Whitehall.***
- ***There are 13 pilot areas participating in the scheme, each area ensuring a diverse mix of economic, geographical and demographic profiles. These pilots have a real opportunity to rip up the text book and redesign the way public services are planned and delivered.***
- ***The impact of the economic downturn means all of the public sector needs to find radical new solutions to not only deliver better value for money, but also better local services more tailored to local needs.***
- ***Total Place is the next big step to redesign how we do things and by doing so, improve the quality of life for all communities across England.”***



## ....to (Coalition) Community Budgets

- “a way for local public service providers to work together to meet local needs. Community Budgets allow providers of public services to share budgets, improving outcomes for local people and reducing duplication and waste.
- better use of their resources by establishing joint budgets and sharing local knowledge, community assets and voluntary effort
- give people greater control over their local public services
- establish local partnership and governance arrangements to create a unified approach for a given area
- Sixteen first-phase Community Budgets for families with multiple problems were announced in April 2011 as part of the effort to help turn round the lives of at least 10,000 families over 4 years.
- Whole-place Community Budgets will test how to bring together all funding for local public services in an area to design better services and achieve better outcomes
- Neighbourhood Community Budgets will give communities more power and control over local services and budgets”



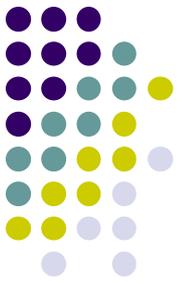
# Politics, Politicians, and Performance

- A marriage made in both heaven and hell, and with the media as chief witness?
- Critical political accountability....
- ...problem of political time horizons and media drivers
- Great performance management and a persistent focus on outcomes requires tremendous political self-discipline
- Analytics of Government may be in fundamental contradiction with the 'principles' of achieving high performance and great outcomes, at least in the medium/long term....
- ....but what if the medium/long term never arrives, nor is really ever intended to arrive? And if a series of successive approximations and short term accommodations were the only game in town?
- And note that 'Total Place' and 'Community Budgets' install Community Planning firmly in the UK public services DNA



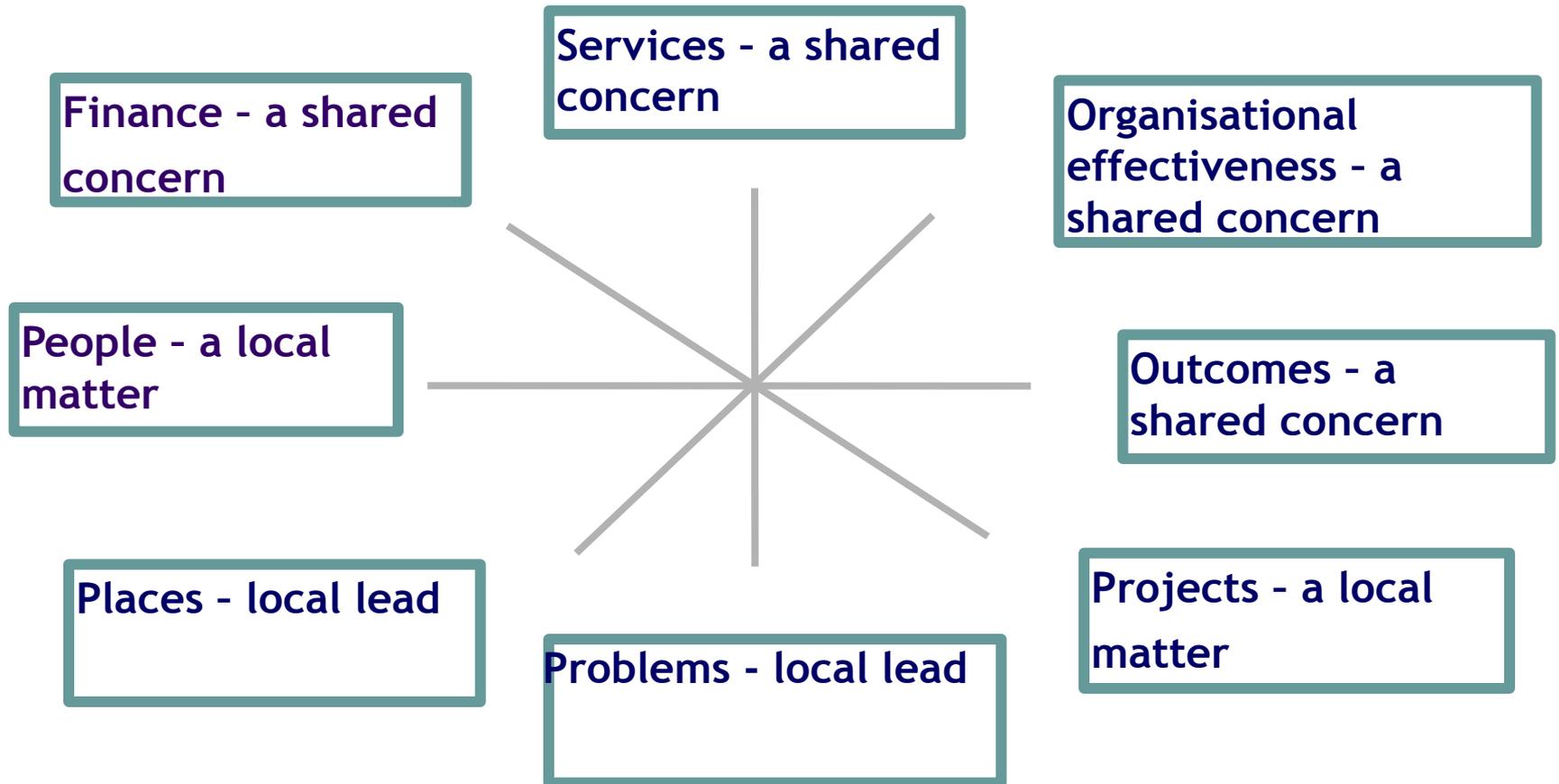
# On Outcomes

**If government and its partners focus exclusively on setting and measuring major outcomes as the sole performance criterion then everyone is taking a significant risk. Other, supporting, performance facets should also be managed**



# An Outcomes approach is right.... ...but not enough

- ❑ an outcomes approach is desirable - it is what matters
- ❑ but it is difficult - important 'outcomes' are often difficult to measure, always difficult to achieve, they take a long time to achieve, it is often difficult to know whose efforts led to success or failure, and so on
- ❑ there is no successful working model as yet
- ❑ achieving 'Outcomes' depends on a whole series of intermediate and supporting objectives - processes, inputs, outputs, and relationships
- ❑ these reflect a number of important facets of local government performance management which are needed to support effective community planning and the achievement of outcomes





**Outcomes should be underpinned by a networked performance framework connecting all these. This framework should connect councils' internal performance management with their external performance reporting and also their shared performance responsibility for community outcomes**

Domain	Belfast CC Instruments	Serves	Accountability
People	HR + Performance & capacity building	Staff, organisation, services	Line Managers
Finance	Budgets & Financial Strategy	Organisation and its priorities	CMT & Council
Services	VCMs, Dept Plans & performance data and indicators, Corvu	Service users	Chief Officers and Council Committees
Organisation	VCMs & Corporate Plan	Organisation and its priorities	CMT and Council
Projects	Corvu, Investment Programme	Communities and the City	CMT and Councillors
Problems	Task Forces	The 'problem facers'	<i>Sui generis</i>
Places	Area Plans, VCMs?	People & communities	Councillors & communities
Outcomes	Community Plan? VCMs?	The City and its Communities	The Council, Partners, Ministers, and the People

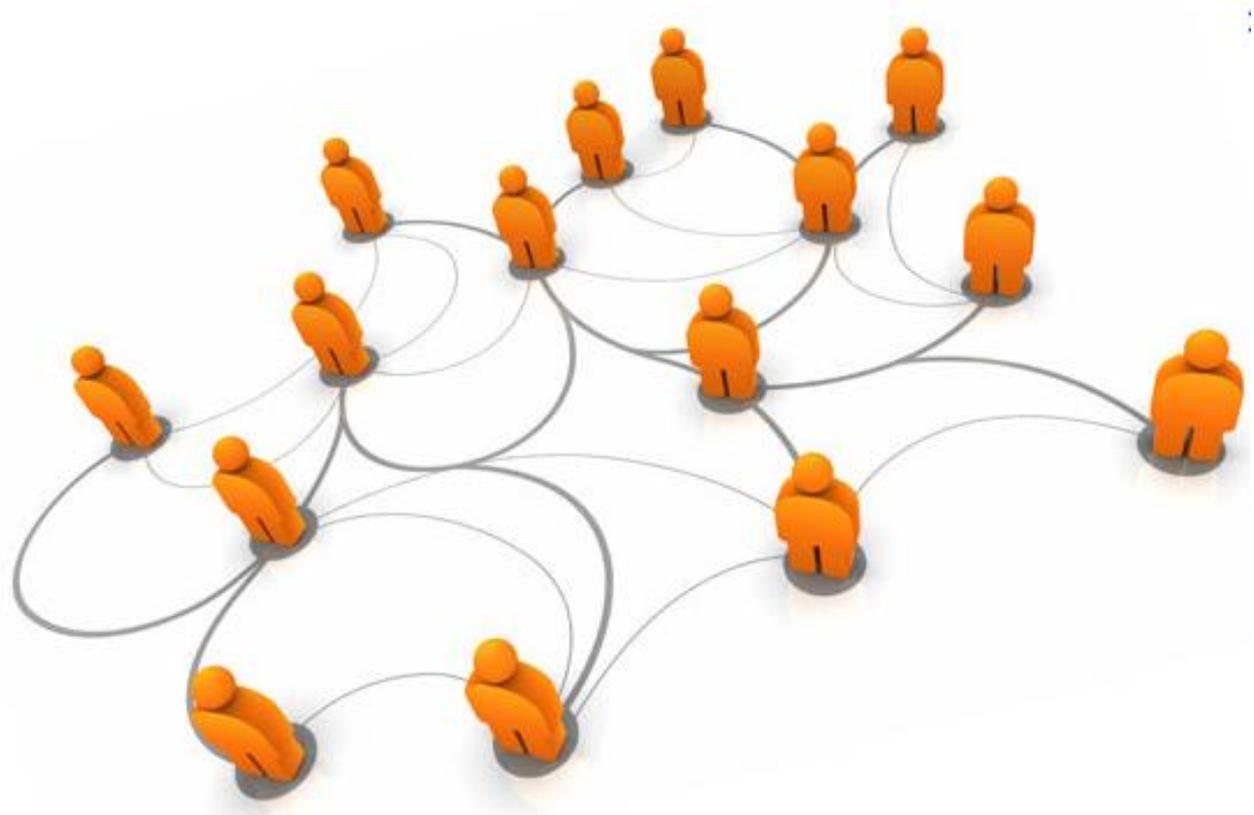


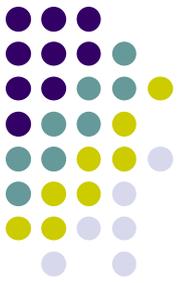
But NOT like a set  
of Russian dolls....





# More like a well aligned network ...





- ❑ In which some elements do nest inside one another...
- ❑ .... but some are linked only to certain others.....
- ❑ ...with a clear sense of the overall networked performance framework ....
- ❑ .....and of the purposes, beneficiaries and accountabilities of the various facets of performance ...
- ❑ ...and the instruments you use to make them work..
- ❑ ...recognising that a number of them are shared concerns with other levels of government



# Shared concerns have implications for others.....

- ❑ Especially for state and federal entities
- ❑ They will have to respect variations in needs in localities...
- ❑ ...and be willing to work across their own boundaries...
- ❑ ...and think about new areas of policy and intervention which may sit uncomfortably with the existing deployment of functions



# Relevant and valid data key for performance and accountability

- ❑ Who will create and capture robust data?
- ❑ Need for comparative data - between local areas, services, councils, countries, and over time
- ❑ Real time rather than historical data
- ❑ Using the right evidence to ask and answer the right questions
- ❑ Relevant, reliable, validated
- ❑ Not a context free matter, as much as we might like it to be



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