

DECISION-MAKER:		CABINET COUNCIL		
SUBJECT:		PEOPLE DIRECTORATE TRANSFORMATION		
DATE OF DECISION:		17 SEPTEMBER 2013 18 SEPTEMBER 2013		
REPORT OF:		DIRECTOR OF PEOPLE		
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STATEMENT OF CONFIDENTIALITY				
N/A				

BRIEF SUMMARY

This report provides an update on the work of the transformation of the People Directorate. It also sets out a number of savings proposals which impact on staff which are anticipated to be delivered through the transformation work. These proposed staff savings will form part of the Executive's overall proposed savings for 2014/15, but are being brought forward now as they form part of the Transformation work which is underway. It is anticipated that these savings can be implemented before the end of the 2013/14 financial year ensuring the delivery of full year savings in 2014/15.

This report seeks approval to commence staff consultation on these savings proposals, and a further report will be brought back to Cabinet and Council setting out the outcome of the consultation and the form of the final proposals to be implemented.

RECOMMENDATIONS:

CABINET:

- (i) Note the progress from April 2013 to implement the transformation of the People directorate, including the specific savings proposals which will impact on the 2014/15 budget and staffing levels (See Appendices 1&2).
- (ii) Note the Executive's proposals for staffing reductions in Adult Social Care and Children's Services within the People Directorate which are brought forward for consultation as part of the Transformation work and are set out in Appendices 1 & 2
- (iii) Note the proposed establishment of an Integrated Commissioning Unit, which will lead to budget pressure of up to £125k per annum from 2014/15, and a part year pressure in the current year

- (iv) Delegate authority to the Director of People, following consultation with the Cabinet Member for Change (lead member for the decision), and the Cabinet Member for Resources, the Cabinet Member for Health & Adult Social Care, the Cabinet Member for Children's Services and the Chief Financial Officer, to enter into formal consultation with staff, recognised trade unions, partners, customers, parents, carers and stakeholders on the wider transformation work and the savings proposals set out in the Appendices with a view to being able to implement the structural changes necessary to implement the transformation by April 2014.
- (v) To authorise the Director of People to undertake any ancillary actions necessary to deliver the Transformation Programme as agreed by Cabinet.

COUNCIL:

- (i) Note the progress from April 2013 to implement the transformation of the People directorate, including the specific savings proposals which will impact on the 2014/15 budget and staffing levels (See Appendices 1 & 2).
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- (v) To authorise the Director of People to undertake any ancillary actions necessary to deliver the Transformation Programme as agreed by Cabinet.

REASONS FOR REPORT RECOMMENDATIONS

The report provides an update for Cabinet and Council and ensures that the necessary actions and decisions can be taken to implement the transformation by April 2014. This will include taking forward specific savings proposals in advance of the main budget proposals.

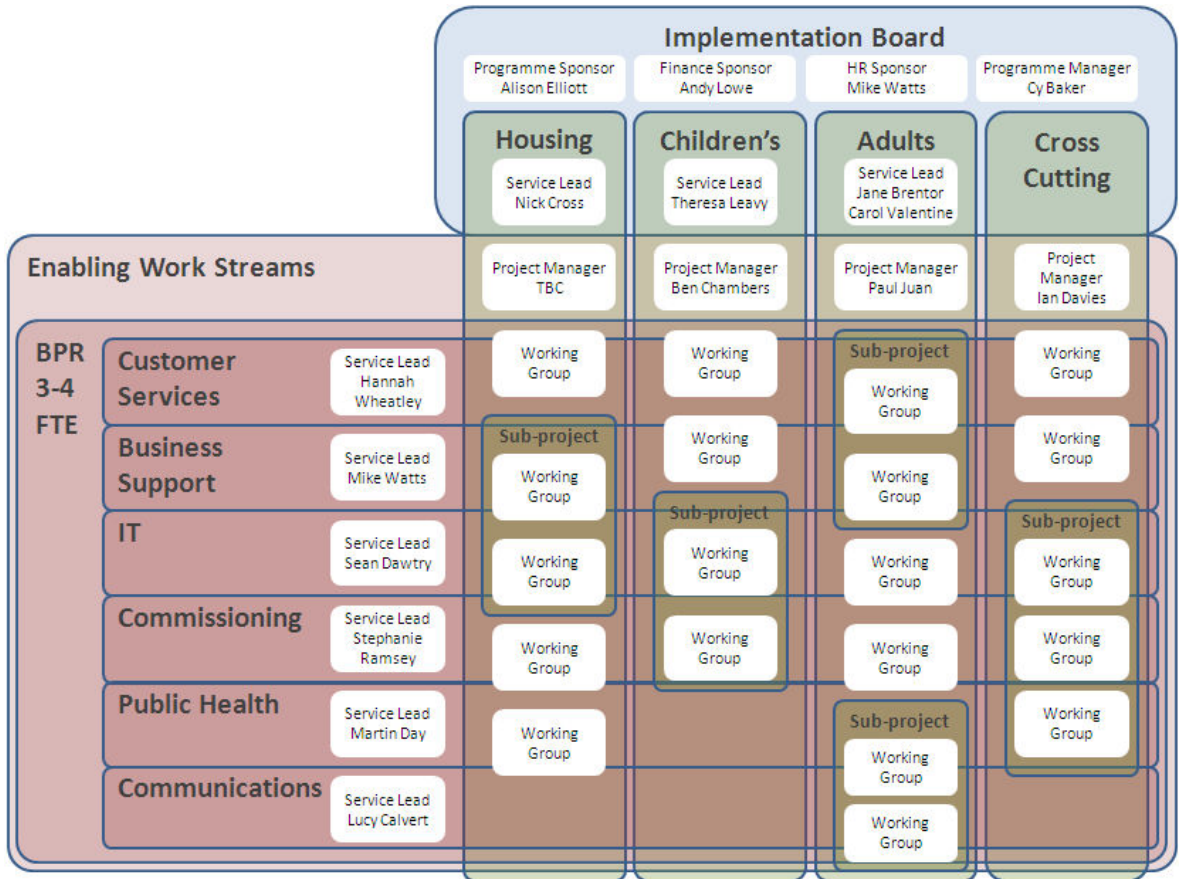
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

No alternative was seen as appropriate given the timescales and the scale of the transformation.

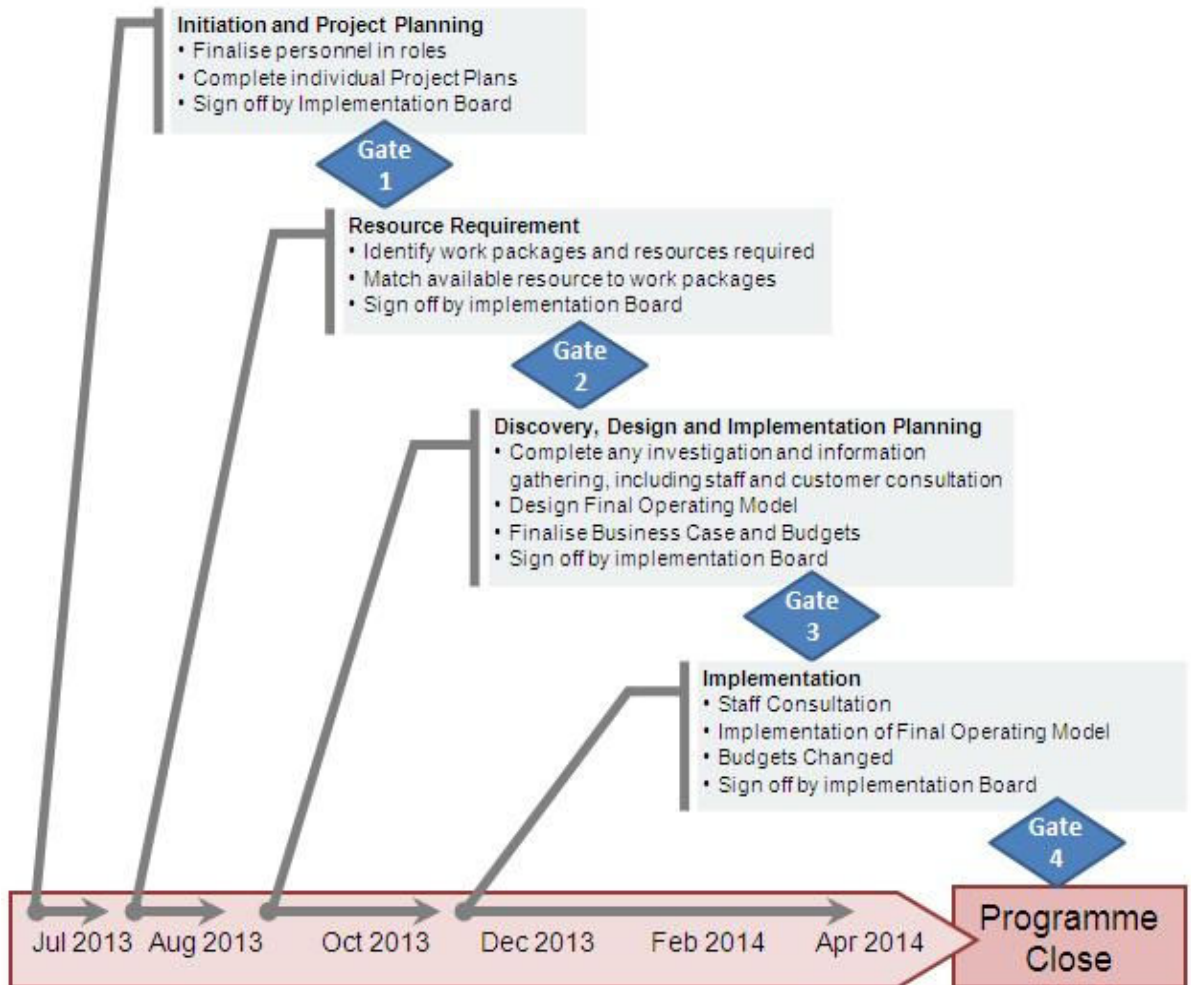
DETAIL

1. The administration recognised last year that the council's challenges included a need to:
 - Work with partners (internal and external) to develop a clear and shared future view which will deliver on city-wide challenges.
 - Deliver council wide savings of approximately £60M within 3 years.
 - Modernise some very traditional and very high cost services which seek to protect vulnerable children, young people, adults and families to make them fit for the future and deliver better outcomes.
 - Build the capacity in the council to address these challenges with recognisable and tangible continuous improvement.
2. In light of the significant challenges, the Council commissioned external consultants to work with staff who would form the People Directorate between January and April 2013 to deliver the following outputs:
 - Developing the future design for People Services through designing a detailed operating model for the future – a Target Operating Model (TOM) for service delivery in Southampton. This was to focus more directly on delivering better outcomes for residents through integrated, more efficient and cost effective services, including the following:
 - Commissioning model
 - Delivery models
 - Processes and activities
 - Systems and information
 - Benefits realisation
 - Delivering a series of business cases which once validated, would support the Council to make priority-based decisions about investment and to deliver the savings required within the context of the design above. Identifying areas where transformation activities can be accelerated quickly and benefits can be realised now.
 - Maintaining a coherent link across the programme
 - Developing an overall draft plan to explain how the operating model could be brought into being. This was to enable the council to take a longer term view about tangible change in the short and medium term to deliver the savings as well as coherence about how the whole set of services can move forward together.
3. Over the 3 month period, seven workstreams were developed as priority areas for transformation:
 - a. Children's Services
 - b. Adult Services
 - c. Joint and Integrated Commissioning
 - d. Housing

- e. Information, Advice and Channel Shift (now called Customer Services)
 - f. Supporting the Front Line (IT and Business Support)
 - g. Organisational Design
4. This work was overseen by the Change Programme Board, whose membership during this period was extended to include the Cabinet Members for Children's Services, Adult Services and Housing Services. This Board was chaired by the Cabinet Member for Communities and Change, who at that time was also the lead Member for Health. This Board met fortnightly until the first phase of the work was completed in mid April. The Director of People now chairs the Implementation Board and reports to the Change Programme Board.
 5. In essence the work provided:
 - A clear and coherent sense of direction
 - A coherent target operating model drawing together the initial design work and implementation plans
 - A first cut People Services Directorate
 - A set of outline business cases
 - Progress with key enablers and specifications for enabling support
 - Practical leadership development
 - Outline financial model and phased savings proposals
 - A robust transformation programme
 6. From April 2013 work has focused on refining the business cases, refining the target operating model and developing specific project plans that will ensure the delivery of the transformation within set timescales.
 7. To support this work a Programme Manager and three Project Managers have been seconded into the People Directorate Transformation Team.
 8. The Governance Structure for the People Directorate Transformation is described in the table below and as previously stated report to the Change Board:



9. It is important to apply programme management discipline to ensure successful implementation of the change and therefore clear timelines have been set (see diagram below) which will be monitored by the Implementation Board. At key stages in each project, the Implementation Board will give gateway approval and authority for the project or working group to proceed to the next project stage and approve key project documents. Gates are not just review points or information updates, but act as approval and critical points in the programme and project lifecycle.



Gate 1 - Approve Project Plan

At the first gate, the Implementation Board will approve each project plan and give authority for the project to proceed into Resource Requirement.

Gate 2 – Resource Requirement

At the second gate, the Implementation Board will approve the Resource Requirement including the identification of all working groups required. This will also act as the final baseline point for the project plan, and will give authority for the project to proceed to the 'Discover, Design and Implementation Planning' stage.

Gate 3 - Approve Business Cases

At the third gate, the Implementation Board will approve each Business Case (including new budgets and a new project delivery plan) and give authority for the project to proceed into the final 'Implementation' stage.

Gate 4 - Sign off Implementation

At the final gate, the Project Board will sign off implementation for each Service (delivery of products and benefits) and give authority for the Workstream to 'Close'.

- Workstream progress towards Gates 1 and 2 has been positive. All workstreams have successfully developed project plans and indicative savings proposals.

Children's Services

11. Children's Services have needed to redesign the original TOM to ensure that the focus is on continuous improvement. The clear vision for social care is a relentless attention to improving the outcomes of our children and transforming our services to ensure that we have a stronger focus on Early Help with clearer pathways that allow families to access services earlier, whilst also ensuring the pursuit of timely permanency for all of our looked after children through a diverse range of routes. This will involve a Management restructure to deliver the improvements necessary.
12. This will include working closely with schools and health partners; expanding the current good services provided to provide a 0 – 25 multi-agency service for children and young people with disabilities; developing the integrated Common Assessment Framework with the Families Matter project; creating a Multi Agency Safeguarding Hub (MASH). The work is supported by Public Health and Education colleagues, and three Head Teachers have agreed to take active roles in the planning and delivering the transformation.
13. **Proposed Staffing Reductions:** The focus of Children's social care, initially, is to reduce the overspend not to make savings. However there will be a change of roles for staff, and there will be a net reduction in the management establishment of up to 5 FTEs, as set out in Appendix 2. Any budget reduction in management costs will be utilised elsewhere within Children's Portfolio to offset overspends. In addition, there will also be a shift from agency staff to permanent staff.

Adult Services

14. Adult Services have developed a TOM that focuses on immediate resolution for customers at the first point of access. This will include eligibility assessments, changes in care packages, arranging respite care, signposting and advice and information. This will improve the service for customers who currently experience long waits and multiple assessments. All service users who are eligible for services will be offered a reablement service to maximise their independence. Evidence indicates that of those who receive a maximum 6 week reablement service 60% will not require ongoing services for up to 2 years. This is the target for the Southampton service. Those people who do require ongoing care will be supported by 2 long term teams to ensure they can maximise their independence and have choice and control over the interventions to support them. A Safeguarding Team will be established to ensure consistent, high quality practice in the prevention, detection and support to vulnerable adults at risk of or subject to abuse. Public Health colleagues are focusing on developing preventative services that will reduce the reliance on social care services.
15. The service is working with Children's Services in the development of the 0 – 25 multi-agency service for children and young people with disabilities. This workstream also includes the redesign of the payment and billing processes which are a source of huge frustration to customers, resulting in significant complaints (23% of all Adult complaints in 2012/13) and a significant drain on internal resources.
16. **Proposed Staffing Reductions:** The streamlining of the service to focus on independence rather than dependence will improve access and outcomes for service users and will result in a reduction of the establishment and a delay in demand for services. There will be a change in roles for staff and a reduction of

posts. Work is ongoing to understand the impact as currently some of these posts are filled by agency staff or held as vacancies. However, there will be some redundancies, and presently the savings proposals being brought forward for consultation (as set out in Appendix 1) anticipate a maximum reduction in the establishment of up to 39 FTEs (of which 20.64 FTE are currently vacant), which would deliver a full year saving in 2014/15 of up to £1,300,000 pa. It is however anticipated that the proposed service redesign will be implemented in advance of April 2014 and that therefore part year savings can also be delivered.

Commissioning

17. The development of an Integrated Commissioning Unit between the Clinical Commissioning Group and the People Directorate, including Public Health is a significant opportunity to improve services and outcomes for Southampton residents.
18. It is intended that staff from both organisations will be seconded into the unit and there will be no reduction in posts. There will however be the introduction of generic job descriptions leading to a change in roles for some staff. There will be a limited increase of posts to ensure that the unit has the capacity and capability to drive through the whole system redesign that is required across health and the People Directorate.
19. The unit will focus on whole system redesign, improving the quality of services, including effective contract management and monitoring, and developing the market. The principle is to develop personalised approaches to meet individual needs.
20. **Budget Pressure:** Creating the unit will not result in any savings as the new unit will cost in total, up to an additional £250k per annum. It is proposed that this cost is split 50/50 with the CCG. Unless other savings can be found, it is anticipated that this will therefore lead to a cost pressure of up to £125k in 2014/15 for the Council. However, redesigning services and commissioning integrated services will improve quality and outcomes and result in significant savings across health and social care and will therefore result in more effective use of resources and cost avoidance.
21. Further reports will come to Cabinet on the creation of the unit and decisions required in respect of future service redesign as this will have significant implications for all agencies.

Housing

22. The transformation within Housing is focused on four main areas:
 - Housing Operations modernisation (including mobile working)
 - Optimising the use of the HRA
 - Prevention and early intervention
 - A review of the whole service to improve efficiency and identify opportunities for reinvestment.
23. The prevention and early intervention activity is both internally and externally focused, including supporting the Children's and Adult's workstreams as part of our whole systems approach. Internally the plan includes, implementing the

Neighbourhood Warden restructure, establishing a Housing Plus project team to support health and well being improvements, restructure of Housing Investment and transferring functions to Customer Services.

24. The Housing Operations modernisation is an existing project which has been brought into the Directorate Transformation programme to ensure completion.
25. Savings from the HRA are anticipated from this workstream, which will give opportunities for reinvestment in other priority areas of the Directorate.

Customer Services

26. The strategy for the Directorate Transformation is to move as much as possible to Customer Services (Front Door) this will ensure that the customers receive an enhanced service with their enquiries, issues and assessments being resolved at the first point of contact with the Council. Currently the Directorate is slow in responding to customers creating significant waste, through multiple assessments, and a significant resource focusing on failure management. This change will require professionally qualified staff, in addition to call handlers, to work in Customer Services. Given the need to focus on improvement in Children's Social Care the focus in that workstream is development of the MASH rather than engagement in the Customer Services development.
27. This workstream is focused on the following two areas:
 - a. Centralised Access Point
 - Work Streams are working with Customer Services to define their requirements for the activities and structures required for a centralised access point, regardless of channel i.e. phone, face to face, internet
 - The above will include identification of processes that can be completed at the first point of contact and via self serve (see below) to ensure the best customer experience possible.
 - b. Channel Shift
 - Options regarding the implementation of Citizen Accounts are being explored and all work streams will be defining what data and processes (e.g. rent accounts, changes to care requirements) will be made accessible to customers online in order for price estimates to be made available via various suppliers. Procurement will be fully involved in this exercise, although they have not been engaged at this stage.
 - As part of the Customer Services savings initiative automated telephony is likely to be implemented. This functionality can be expanded to integrate with back office systems, so self service can include the telephone channel for suitable processes e.g. notifying the council of a change in circumstances, or enquiring for rent account balances etc.
28. The extended Customer Services function could be provided internally or by Capita, as an extension of our current partnership. The decision will be made based on the business case, taking into account efficiencies and quality of service. This decision will impact on staff roles and job descriptions and may result in a change of employer for some staff. However, should Capita be the provider professionally qualified staff are likely to be seconded and not transfer employer.

Supporting the Front Line (IT and Business Support)

29. A Business Support review is being led by the Head of Strategic HR and will be subject to separate reports.
30. In IT there are a number of key pieces of work supporting the People Directorate Change Programme including:
 - **Paris Hardware upgrade/migration** - by moving Paris from its current hardware platform, there will be significant improvements to the system performance such as response times and the 'billing run'. However in order to mitigate the risk of upgrading, a test server has been procured. This enables a copy of the entire Paris system to be taken allowing testing on the proposed hardware platform. A significant reduction in the test billing run will increase confidence that a wholesale transfer to a new platform will increase system performance. The test billing run is scheduled to take place mid August.
 - **Paris Data Cleansing** –there are a number of activities required to further assure the data held in Paris which will ultimately assist with system performance. The Council has invested in software tools that will assist with this and their implementation is planned after the hardware upgrade.
 - **Paris Software Updates** – there are currently 31 minor software updates that are in the process of being applied to the system, which are again, designed to improve performance. These are planned to be implemented at the same time as the Hardware upgrade, which will reduce duplicate testing. We also do not have the latest version of Paris (being 2 behind) however, as upgrading to the latest version (which is a significant change for users) would involve training requirements, it is suggested this is not done until a decision is made on whether the council will still use Paris or implement a replacement.
 - **Paris Overarching** – There is also a work stream that is planning to look in more detail how we use the system from an operational perspective to support the services we deliver. The deliverables from this project will include the following:
 - Proposals for a new target operating model for the system
 - Proposals for new governance arrangements for Paris
 - Proposals for a technical infrastructure that will support the target operating model:
 - Mobile Working
 - Upgrade latest version (dependant on the soft market testing)
 - **Paris Soft Market Test** – Capita Procurement are conducting a Soft Market Test to determine whether there is a business case that would support the replacement of Paris as the Council's Adult Social Care and Children's Safeguarding Systems.
 - **Accommodation/Flexible Working** – The closure of Marland House and subsequent move of staff will result in major cultural change in the way staff work. Whilst this project is not a direct deliverable of the People's

Directorate Transformation Project, the successful implementation of the People's Directorate is dependent on it. The new accommodation must provide an environment that supports flexible working. Subsequently, we will need to determine:

- The most appropriate desktop hardware including mobile/flexible working solutions
- Software Requirements
- That network access methods are adequate
- Document Storage

Organisational Design and Staffing Implications

31. This organisational design workstream is being led by the Head of Strategic HR and will be subject to separate reports.
32. In any change programme communication is critical to ensure that all staff are clear of and on board with the change. The internal communication plan includes bi-weekly updates; use of Yammer (similar to Facebook) to communicate activities and provide instant feedback; short informal video's; creation of Change Champions and all staff meetings.
33. The first all staff meeting on 26th June 2013 included a presentation of the Transformation Project and a presentation of the behaviours expected within the Directorate, with a focus on customer service. Staff were extremely positive about the changes and keen to be involved in the change process. The staff who wished to become involved are now the change champions for the programme.
34. The Director has begun to communicate with external partners, such as the voluntary sector and health. An external communications plan is being developed to ensure effective communication and feedback from partners, customers, parents and carers.
35. Consultation with staff, unions, customers, parents, carers and stakeholders will be key to ensure that the service redesign across the Directorate improves outcomes.
36. Formal consultation with staff and trade unions will now take place for a minimum of 45 days given the changes in job roles required and the proposed maximum reduction in the Adult Services establishment and the Children's Services establishment as set out in paragraphs 13 and 16 and the Appendices. This consultation will be in advance and separate from any formal consultation regarding the annual budget.

Through the formal consultation process the Executive are keen to explore all avenues with the staff and trade unions to minimise the level of staffing redundancies, and the city council has an excellent past record of using its redeployment policies to minimise any compulsory redundancies arising from budget proposals. The Executive has also strengthened the support for employees who find themselves on the redeployment register as a result of the implementation of savings proposals.

37. Formal consultation meetings have taken place with the unions since February 2013. Initial thoughts were discussed outlining proposals for the workstreams. Individual workstream meetings were advised as essential to explore and

understand the detail within the proposals.

RESOURCE IMPLICATIONS

Capital/Revenue

38. One off costs of the employment of external consultants and backfill for Programme and Project Managers as well as implementation costs to date have been funded from the Council's Transformation Fund.
39. As set out in paragraphs 17 to 21, an Integrated Commissioning Unit will be set up jointly with the CCG. Initially the unit will need to be strengthened and discussions with the CCG are ongoing to fund the potential additional costs, which amount to up to £250k. Presently it is anticipated that this cost pressure will be funded 50/50 between SCC and the CCG, which will give rise to a full year budget pressure of up to £125k in 2014/15. On the basis that the integrated unit will actually be up and running in the current financial year, there will be an in-year cost pressure. Initially the service will seek to fund this from within existing resources within the People Directorate, but if this is not possible it will either be offset against any in year savings delivered from the savings set out in this report, or met from contingencies if the costs exceed any available in-year savings.
40. The Executive wish to formally consult on the proposed staffing reductions in Adult Services, which are anticipated to equate to a reduction in the establishment of up to 39 FTEs (of which 20.64 FTE are vacant), and deliver a full year cost saving for the 2014/15 financial year of up to £1,300,000 (as set out in Appendix 1).
41. The Executive also wish to formally consult on the proposed staffing reductions in the Children's Services management establishment, which are anticipated to equate to a reduction in the establishment of up to 5 FTEs, and deliver a full year cost saving for the 2014/15 financial year of up to £250,000k (as set out in Appendix 2).
42. As set out in paragraphs 35 – 36 the Executive are seeking Full Council approval to commence formal consultation with staff, unions, customers, parents, carers and stakeholders on these proposed staffing reductions (the consultation will also cover the wider changes taking place which do not lead to staffing reductions).
43. It is however anticipated that the proposed service redesign and consequent staffing reductions will be implemented in advance of April 2014 and that therefore part year savings can also be delivered.

Property/Other are vacant

44. Under the accommodation rationalisation there will be a reduction in the number of buildings utilised by Council staff.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

45. S.101 Local Government Act 1972 and S.1 Localism Act 2011.

Other Legal Implications:

46. None

POLICY FRAMEWORK IMPLICATIONS

47. None

KEY DECISION? Yes

WARDS/COMMUNITIES AFFECTED:	none
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SUPPORTING DOCUMENTATION

Appendices

1.	Excerpt from draft budget proposals for Health & Adult Social Care
2.	Childrens Management Restructure Proposal

Documents In Members' Rooms

	None
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Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	Yes
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Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)