

MUNICIPAL YEAR 2017/2018 - REPORT NO. 169

MEETING TITLE AND DATE :

Cabinet, 22 March 2018

REPORT OF:

Chief Executive

Contact officer and telephone number:

Susan O'Connell 020 8379 6151

Email: susan.o'connell@enfield.gov.uk

Agenda Part 1	Item: 11
Subject: Enfield 2017 Scrutiny workstream	
Wards: N/A	

1. EXECUTIVE SUMMARY

- 1.1 Central Government funding to local authorities has greatly reduced since 2010. This has required Councils across the country to embark on significant transformation programmes in order to achieve the necessary efficiencies. Between 2010/11 and 2018/19 Enfield's funding from Central Government will have reduced by in excess of 25%. Enfield developed the Enfield 2017 (E2017) transformation programme.
- 1.2 The transformation that has taken place under E2017 has been significant with major changes to organisational structures (in the form of hubs), processes, information technology and to workforce numbers.
- 1.4 The workstream acknowledges the very difficult and challenging financial climate for the Local Authority and the substantial savings that have been made under E2017.

2. RECOMMENDATIONS

Cabinet are asked to note the recommendations from the workstream and the comments of the Cabinet Member and Executive Director (Appendix A)

- 2.1 The Council provide further information on the Hubs internally to all staff and councillors including clear guidance on:
- The services each hub provides
 - How to use them
 - Contact details in the event of queries (see Section 7, 10.6)
- 2.2 The Council consider broadening the strategic leadership of the Hubs more widely to spread across all the Executive Directors to embed shared responsibility and ensure the necessary culture change to the new ways of working throughout the local authority. (see 4.5, 7.4, 7.5).
- 2.3 As part of the on-going review of the hubs, to look at synergies between the hubs to see if further efficiencies and greater resilience can be achieved, the workstream felt that the Performance Hub and the Data & Management Information Hub seemed to perform very similar functions and this was an area that could possibly be combined. (see 7.3, 7.10)
- 2.4 Whilst the Council is moving towards self-serve, some residents still require face to face support. Currently it is unclear to some residents and groups how to access this support. Clear guidance to residents is required on where they can access this support. (see 5.5,5.6, 10.5)
- 2.5 Feedback from customers on issues with accessibility to the council needs to be regularly monitored and reviewed to ensure that on-going changes do not significantly impact on service. The workstream were particularly interested in the areas covered by the Gateway and Assessment hub and wished to receive a further report to OSC detailing whether resilience has been increased, service levels have either been maintained or improved and whether scheduled major IT investments have been successfully completed. (see 7.8-7.13, 10.3)
- 2.6 To note that; following queries raised by the workstream positive changes have occurred on finding ways to share information with voluntary organisations within existing resources, and that blind software guides are now available for staff and users in all hub libraries. (see 5.7-5.11)

2.7 OSC to liaise with Internal Audit to ensure that all outstanding actions from their report have been resolved.

Workstream Membership

The workstream consisted of the following Councillors:

Cllr Edward Smith (Chair), Cllr Donald McGowan (Vice Chair), Cllr Lee David-Sanders, Cllr Vicki Pite, and Cllr Claire Stewart.

The workstream members would like to thank all members and officers who contributed to the work of the review.

3. BACKGROUND

3.1 The scrutiny workstream was set up following briefings on E2017 received by the Overview and Scrutiny Committee. The Committee decided that there were issues they would like to explore in more detail as a workstream, given the concerns raised by residents.

3.2 The workstream initially decided to focus on the following:

- Whether residents who lack access to IT or have difficulty in using IT were able to access the services they need.
- Whether the Council staff re-organisation and introduction of generic hubs following the implementation of E2017 had been successfully integrated with the new IT systems required.
- Total investment and projected cost savings

3.3 The workstream has received detailed information and briefings on the:

- E2017 programme;
- the hubs;
- the internal audit report on Enfield 2017 Benefits Realisation;
- Members have taken part in a website demonstration and a Member's dashboard demonstration.
- Members have also gathered feedback from organisations working with vulnerable groups.

4. E2017

4.1 In September 2014, Cabinet agreed the vision for the E2017 Transformation Programme. The vision was that E2017 would improve the focus on outcomes; and streamline the council's operating procedures by increasing the Councils digital delivery capacity. Key to this was a significant investment in IT.

- 4.2 The workstream were advised by officers at their first meeting that the objective of E2017 was to improve services at a time of reduced funding and increasing demand; Enfield has a growing and an ageing population.
- 4.3 This has involved significant change across the local authority and by the first meeting of the workstream had already included; the development of a new enhanced website to replace the existing website; Enfield Connected accounts (enabling and increasing resident self-service online, allowing residents to access council services 24/7) and the development of the Hubs. The Hubs had been created by drawing similar functions together across the council. (See section 6)
- 4.4 At the time of the workstream, officers advised that the focus Enfield 2017 was around 3 core themes:
- Finishing the job
 - Getting the Basics Right
 - Building on New Foundations
- 4.5 These themes were explored from technology, people and process perspectives. The Enfield 2017 programme has involved a substantial change in the way council residents access services and the way those services are delivered, automating where possible nearly all transactional activity. Members felt that it was very important to the success of E2017 that a change of culture embracing these new ways of working were embedded with both staff and residents.
- 4.6 The substantial transformation under E2017, including major changes to organisation structures, processes, technology and workforce numbers, has been undertaken over a short timescale for changes of this extent. The workstream were advised that whenever a major project is delivered it is to be expected that there would be problems and that a mechanism would be needed to pick up any problems and resolve them.
5. **Whether residents who lack access to IT or have difficulty in using IT were able to access the services they need.**
- 5.1 The drive under E2017 for self-serve through Enfield connect and through the hubs may suit the majority of people who now like to run their lives self-sufficiently on-line. However, the workstream wanted to seek re-assurance that there were systems in place that would assist those people that required or preferred face to face contact. Therefore, feedback from voluntary organisations and members of Enfield Vision was sought.

- 5.2 Views were sought and provided by Age UK, Citizens Advice Bureau (CAB), Over 50's Forum and members from Enfield Vision.
- 5.3 General feedback echoed was that the website works well for the IT literate, but there was a perception that it can act as a barrier for those who have difficulties using IT, in that they can feel forced to come to voluntary groups/organisations for help. Whilst the length of time for a call to be answered or the correct person found was mentioned by some, once the call went through to a person, all agreed that the service received was always very good.
- 5.4 The issues that were expressed from the organisations dealing with the elderly and disadvantaged and members of Enfield Vision covered three main areas: online forms and website issues, resistance to Enfield Connected accounts and issues with the telephones.
- 5.5 It was stressed by all those spoken to that certain residents will always need face to face support. This may be the only contact that they have and they often get very anxious when they have an issue and are unable to make themselves understood over the telephone. Organisations felt that this is particularly true of the elderly.
- 5.6 Both residents and organisations were not clear where people can still go to get face to face services from the Council and on what basis. There was also some confusion expressed on the difference between the hub libraries and normal libraries.
- 5.7 Since speaking to the organisations queries raised have been followed up by the workstream with issues raised with officers from the hubs. These are detailed over the next four paragraphs.
- 5.8 Whilst all computers in every library have the specialist software installed for the blind, the staff in the libraries did not know how to use them. Following discussions, there are now guides on this specialist software system for staff and braille guides for users available at all hub libraries. Unfortunately these are not available at non hub libraries due to space limitations.
- 5.9 Organisations raised a query that forums that used to exist to discuss changes to welfare reform no longer took place and expressed concern that they might not be providing the correct advice. This matter was discussed further with officers from the hubs and an agreed way to regularly disseminate and discuss information around welfare benefit reforms and universal credit was found within existing resources.
- 5.10 Discussions were held on the challenges some people are facing with form filling on the Enfield Council website. Voluntary groups and organisations were contacted and asked to provide any examples of those forms considered

complex, and in what respect they are considered so. The Council would then look to see whether or not any of the forms can be put in a simpler format.

- 5.11 Members were very pleased to note that officers from the hubs had responded both positively and promptly to the issues raised and had also been proactive regarding on line forms on the council's website.
 - 5.12 Members felt that not everything could be digitised. They also discussed whether processes could be simplified and whether it was necessary for residents to provide so much information at the start; perhaps there was potential to explore whether a simple online triage process could be used instead.
 - 5.13 The workstream was particularly interested in the new telephone system and were advised that this will be a Cloud Based Contact Centre Telephone System – and will provide automatic routing of customer calls to appropriately skilled advisers, automatic queue management and performance reporting. This will also include improved customer in call options and updates.
6. Website demonstrations
- 6.1 The workstream requested a website demonstration to look at the new enhanced Council website (at this time the new enhancements were not live on the Council's website) and be taken through the recent changes.
 - 6.2 Members were provided with details of the history of the changes and the reasons why these changes had been necessary. The local authority provides a very wide complex range of services and specialisms. The website is interactive and available for residents to access 24/7 without the need to phone or visit the civic centre or a library.
 - 6.3 Officers advised that the amount of online transactions through Enfield Connect had increased. The website is on a continual journey with a constant need to ensure that information is sharable across systems and that all systems can communicate with each other.
 - 6.4 Suggestions were made at this meeting by members regarding improving residents' ability to navigate the site. Subsequently, changes were taken into account with certain sections amended accordingly.
 - 6.5 Following on from this it was suggested that the Workstream members took part in a member's dashboard session.
 - 6.6 Members felt that the dashboard had potential and would assist them in their role as Ward Councillors. Members were advised that this could also be used as a management tool. Progress on enabling the dashboard to go live needed to be kept under review.

7. **Has the Council staff re-organisation and introduction of generic hubs following the implementation of E2017 been successfully integrated with the new IT systems required**

7.1 The Hubs are a major part of the E2017. Members noted that the clear majority of the savings from Enfield 2017 have come from the creation of the hubs and consequent staff reductions.

7.2 The workstream was advised that the ambition had been that the hubs would also create resilience around areas of high demand and increase professionalism in support and customer services. The design principles in respect of the hubs are:

- Do it once – and in one place
 - Automate and self-serve nearly all transactional activity
 - Consolidate teams and create smaller, more focussed centres of excellence
 - Enable essential work to be delivered effectively for less
- Empower our residents to service and resolve their own requests to reduce transactions and manage down demand

7.3 Workstream Members were not familiar with how many hubs there were or the functions of the hubs. They were advised that there were 11 hubs, only 6 of these were new hubs created as part of E2017. The hub functions provided to the workstream are:

1. Gateway & Assessment

The key service areas are; library and museum services; complaints and access to Information team; provide assisted self-service for people who require help with access; Council housing income collection; recovery and arrears management; concessionary travel; Adult social care income assessment; housing options & advice; homeless and immigration; school admissions; welfare and benefits advice.

(Staff approx. 250-300)

2. Finance & Exchequer

The key service areas are; Projects & capital; Pension & investment management; finance activity, Budget challenge; accounts payable & receivable; Corporate finance.

(Staff approx. 90-125)

3. Operational Support

The key service areas are; document production, management and retrieval; reception/ general office; meetings/panels and events; service-aligned teams.

(Staff approx. 300 staff)

4. Data & Management Information (MI)

The key service areas are; statutory returns and reports; improves data quality; provide consistency; share best practice and report efficiencies.

(Staff approx. 16 FTE)

5. Performance Management

The key service areas are; performance reporting; analysis and challenge; performance support; information collation and analysis; statistical insight analysis, research projects.

(Staff approx. 6FTE)

6. Procurement & Commissioning
The key service areas are: Operational commissioning functions; value for money contracts; corporate contracts including stationery and cleaning supplies; procurement governance; e-tendering system; provides commercial insight, challenge and support.
(Staff approx.60)
 7. Strategy, Partnerships Engagement & Consultation (SPEC)
The key service areas are; consultation and resident engagement; third sector development; stakeholder management; strategic partnership working; corporate strategy and policy services.
(Staff approx. 3.5)
 8. IT and Transformation
The key service areas are; Transformation- People programmes, Place & enabling Programmes and Corporate Programme Management Office; ICT.
(Staff approx. 95 FTE)
- With a further 3 to be fully set up in 2017/18:
 - Corporate Property & Asset Management
 - Legal & Member Services
 - Human Resources & Organisational Development

7.4 Members were informed that at the time of the workstream 6 out of the 8 hubs were led by the Executive Director for Finance Resources & Customer Services (FR&CS) and 2 by Chief Executive. The 3 hubs that were to be fully set up will have a lead of the Executive Director (FRCS) for 2 and the remaining one will be led by the Chief Executive.

7.5 Members considered whether it would provide an improved strategic direction if the responsibility for the hubs was spread across all the Executive Directors. The Executive Directors would continue with service delivery in their particular areas and in addition would take the strategic lead for a hub/s. The workstream felt that this could assist in creating shared responsibility across the council and may assist in creating the cultures, behaviours and team ethics being sought.

7.6 Members were taken through an overview of the roles that each hub undertakes and the level of staffing in each hub. Members felt that it would be helpful if the functions of the hubs and key contact details were promoted more widely to all council staff and councillors.

7.7 The workstream was also provided with general overviews of scheduled major system investment due over the course of 2017/18 to improve the operation of

the hubs. Investment in the appropriate technology is crucial to the success of the hubs.

Hub reviews

- 7.8 At the time of the workstream meeting the SPEC hub was coordinating the process of reviewing the hubs through customer and staff surveys and focus groups. This is an ongoing process and several hubs were still to be reviewed at this point.
- 7.9 From the detailed information presented to the workstream on the hubs, members thought that more work with staff across the council was needed on change management to thoroughly embed new ways of working.
- 7.10 Members felt when they were provided with an overview of the hubs that there seemed to be quite a few similarities between some functions; the Performance hub and the Data and Management Information hub in particular. It was felt that it might be helpful to combine these two hubs together to provide greater resilience and explore further synergies.
- 7.11 The workstream were pleased to note that the Chief Executive had commissioned a full cultural audit of local authority staff to explore whether staff feel empowered, are collaborating, engaged and their responses to change management amongst other things. They felt that results of this and any action and improvement plan will be fundamental to the success of the current and future transformation programmes.
- 7.12 Members felt it was important that the local authority continue to seek feedback and understand the views of specialist groups and the general public with regard to the impact and new approach to delivering customer access to services and to adapt services where the feedback was poor.

8. Internal Audit report

- 8.1 The workstream received the final Internal Audit report on Enfield 2017 Benefits Realisation completed in June 2017. This was a retrospective review of the controls in place to enable the Council to realise financial and non-financial benefits from Enfield 2017 and a forward looking assessment of the design of benefits management control for the post- Enfield 2017 transformation. Members were informed that the Internal Audit report had also been discussed at the Strategic Delivery Board (SDB). The SDB will continue to receive updates until the actions are completed.
- 8.2 The three main findings in the report related to; benefits reporting; benefits monitoring and non-cashable benefits identification.
- 8.3 This review identified one high risk, two medium risk and three low risk findings. The High Risk finding identified was that the total achieved savings reported to

Cabinet were £15.1m for 2015/16 within the Efficiency Plan for 2016-2020, but the benefits tracker maintained by Corporate Finance showed actual savings for 2015/16 of £14.6m. Reports did not include metrics around the realisation of key non-cashable benefits; e.g. increased take up of services 24/7. The revised revenue framework has benefits reporting timetables and improved levels of report details built into it. Further consideration should be given to the clarity, accuracy and completeness of management information to support benefits management and reporting.

- 8.4 The workstream was advised that Internal Audit will monitor and track the actions recommended in the report and this will remain open until all identified issues resolved.

9. Total investment and projected cost savings

Capital Expenditure/ Savings

- 9.1 In October 2014, the operating principles for E2017 were agreed by Cabinet and the total investment and the budget savings were endorsed as follows:
- Total investment of £16m over the next three and a half years (up to mid 2018). These one-off costs anticipated budget savings of £15m in 15/16, an additional £7m in 16/17 and then ongoing savings of £29m per annum in 2017/18. A total investment of £16m over the next three-and-a-half years was required to yield a minimum £29m per annum benefit from 17/18.
- 9.2 The workstream were provided at their last meeting with the final costs of E2017 as £21.6 million. They were advised that the costs of the project had increased because; the timescale for savings had been greatly reduced and at the same time the scope of the project greatly increased. In addition to this three new major systems (Care First, telephone system and the Homelessness Allocations system) were added onto E2017. Members were advised that these systems needed to be upgraded anyway. In addition over the course of E2017 it had been necessary to replace some suppliers who had not performed adequately and this had incurred further costs.
- 9.3 The Executive Director for Finance, Resources and Customer Services confirmed that the additional spending was tracked at project level and across the entire programme. Therefore, details were not recorded against the specific reasons stated below so it was not possible to provide a wholly accurate breakdown. A broad estimate, based on records held on the £5.6 m increase in spending is as follows:
- Major system upgrades- additional £2.6m
 - Replacing suppliers - £1m
 - Accelerated working - £0.5k
 - Increased scope of products on Enfield connected platform - £1.5m

- 9.4 E2017 included a staff headcount reduction of approximately 600 staff. An on-going saving of £18.6m was achieved from headcount reductions and other measures implemented in 2015/16 and 2016/17.
- 9.5 At the final meeting of the workstream members were advised that the total investment was 21.6m and that the amount of the savings achieved to date was £15.1m. The report 'Enfield 2017 Transformation Programme – A Year on' details future year savings for 2016-19 based on the current plans for the next stages of digitisation and resource review as follows:
- Year 2015/16 Target £15.1 m
 - Year 2016-17 Target £3.5m
 - Year 2017/18 Target £4.5m
 - Year 2018/19 Target £6m
- Overall Total £29.1m. Targets for 2015/16 and 2016/17 have been met and the 2017/18 and 2018/19 targets are under review as the transformation project moves into a new phase.
- 9.6 The E2017 project finished on the 31 March 2017 and will be succeeded by further transformation programmes and projects which aim to build on the work carried out. The workstream were advised that the focus would now be on continuous long term improvement that delivers the best possible return from the investment the local authority has made; delivers the savings required and improves outcomes in the borough.

10. Conclusions

- 10.1 The workstream recognises and acknowledges the difficult and challenging financial climate and the substantial savings achieved.
- 10.2 The workstream concluded that the financial pressures, which had resulted in a reduction in staff and introduction of new technology within the local authority at a rapid pace, had meant that levels of customer service had not met expectations.
- 10.3 Members could not say that the objectives of the hubs have been met outside of the substantial savings achieved; as not all hubs had been reviewed, more technology was needed to support the work of the hubs and the results of the improvements already identified are unknown to the workstream at this stage. They felt that a report should come to a future OSC meeting on the success of the hubs. Members suggested that this had a particular focus on the Gateway and Assessment Hub as at the time of the workstream meetings no review had been undertaken and this is the hub that most residents would use.
- 10.4 The cultural audit of all staff introduced by the new Chief Executive is welcomed by the workstream and they felt that any actions from this will assist the improvement of customer service levels across the council and the success of current and future transformation programmes. Members felt that it would be

helpful for the Council to also obtain views from specialist groups and the general public on the transformation that it has undertaken.

- 10.5 The feedback received from the organisations dealing with the elderly and disadvantaged and members from Enfield Vision by the workstream indicated that there is confusion where face to face support is available and how this is accessed. The workstream felt that the council should have clear guidance for residents on where they can access face to face support.
- 10.6 Members felt that the hubs and their functions were not understood by all of the councillors and thought that further information would be helpful to all councillors and all staff.
- 10.7 Members noted the audit report, and felt that further feedback on resolving the identified issues should be received by OSC.
- 10.8 Members were pleased that officers from the hubs had responded both positively and proactively to queries raised and that issues had been promptly and effectively resolved.

11. ALTERNATIVE OPTIONS CONSIDERED

None

12. COMMENTS FROM EMT

EMT noted the report and the comments made by the Cabinet Member and the Executive Director in response to the recommendations.

13. REASONS FOR RECOMMENDATIONS

To support and further improve the Council's transformation programme.

14. COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

14.1 Financial Implications

Any costs associated with the recommendations in this report will be met from existing resources.

14.2 Legal Implications

- 13.3. The Public sector equality duty came in to force in April 2011 (s.149 of the Equality Act 2010) and public authorities are required, in carrying out their functions, to have due regard to the need to achieve the objectives set out under s149 of the Equality Act 2010 to:
 - 13.4 (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
 - 13.5 (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- 13.6 (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 13.7 Section 1 of the Localism Act 2011 permits the Council to do anything that individuals generally may do provided it is not prohibited by legislation and subject to Public Law principles.

15. KEY RISKS

Implementation of the suggested recommendations should help enhance the council's transformation programme. The Overview & Scrutiny Committee will receive a further report on the Gateway and Assessment hub this will enable the Committee to scrutinise the resilience and service levels being provided and by liaising with Internal Audit on their report this will reduce the risk of any identified actions remaining outstanding.

16. IMPACT ON COUNCIL PRIORITIES

16.1 Fairness for All, Growth and Sustainability and Strong Communities

The Overview and Scrutiny Committee uses focused, time-limited workstreams to scrutinise Council decisions and services that impact on the successful delivery of the Council's key priorities. The workstreams collect evidence, draw conclusions and make recommendations to improve effectiveness and ensure value for money.

17. EQUALITIES IMPACT IMPLICATIONS

Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report to approve recommendations for the Enfield 2017 Scrutiny work stream.

However it should be noted that projects or work stream deriving from this may be subject to a separate Equalities Impact Assessment. Therefore any projects or work stream will be assessed independently on its need to undertake an EQIA to ensure that the council meets the Public Sector Duty of the Equality Act 2010.

18. PERFORMANCE MANAGEMENT IMPLICATIONS

Workstream recommendations are reported to the Overview and Scrutiny Committee who monitor the progress and effectiveness in implementing the recommendations. This complements service performance management arrangements.

19. PUBLIC HEALTH IMPLICATIONS

There are no direct public health implications of this report but rather will be dependent upon how recommendations of this report are taken forward.

Background Papers

None

Appendix A

CABINET MEMBERS' AND EXECUTIVE DIRECTORS' RESPONSE TO THE ENFIELD 2017 SCRUTINY WORKSTREAM REPORT & RECOMMENDATIONS

Meeting with Cabinet Member for Finance and Efficiency Cllr Lemonides, James Rolfe and Cllr Smith on 7 February 2018	
Recommendations	Cabinet Member / Executive Director Response
<p>The Council provide further information on the Hubs internally to all staff and councillors including clear guidance on:</p> <ul style="list-style-type: none"> • The services each hub provides • How to use them • Contact details in the event of queries 	<p>Agreed.</p>
<p>The Council consider broadening the strategic leadership of the Hubs more widely to spread across all the Executive Directors to embed shared responsibility and ensure the necessary culture change to the new ways of working throughout the local authority.</p>	<p>Agreed. Picked up as part of organisational review.</p>
<p>As part of the on-going review of the hubs, to look at synergies between the hubs to see if further efficiencies and greater resilience can be achieved, the workstream felt that the Performance Hub and the Data & Management Information Hub seemed to perform very similar functions and this was an area that could possibly be combined.</p>	<p>Agreed. Review as part of hub review and is now being progressed.</p>
<p>Whilst the Council is moving towards self-serve, some residents still require face to face support. Currently it is unclear to some residents and groups how to access this support. Clear guidance to residents is required on where they can access this support.</p>	<p>Agreed.</p>
<p>Feedback from customers on issues with accessibility to the council needs to be regularly monitored and reviewed to ensure that on-going changes do not significantly impact on service. The workstream were particularly interested in the areas covered by the Gateway and Assessment hub and wished to receive a further report to OSC detailing whether resilience has been increased, service levels have either been maintained or improved and whether scheduled major IT investments have been successfully completed.</p>	<p>A range of actions is in hand as part of the Customer Experience Strategy, so this point is agreed and being addressed.</p>
<p>To note that; following queries raised by the workstream positive changes have occurred on finding ways to share information with voluntary organisations within existing resources, and that blind software guides are now available for staff and users in all hub libraries.</p>	<p>Agreed</p>

OSC to liaise with Internal Audit to ensure that all outstanding actions from their report have been resolved.

Noted