

Total Place in Lewisham

Public services working together
with citizens for better outcomes



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1. Total Place: public services working together with citizens for better outcomes

Citizens and taxpayers expect all local public agencies, as well as those who supply public services in the private and third sectors, to work together to improve the quality of life and the quality of life chances in Lewisham. In particular they expect public services to be designed effectively and delivered efficiently. Total Place encourages public service agencies to revamp their approach to joint working in order that they can deliver services that are better valued by citizens at a lower cost. In Lewisham, we have used this initiative to redouble efforts on collaborative working across all of the public agencies operating in the borough – no public institution is untouched by our approach. As public sector expenditure is adjusted downwards over the next few years, the Total Place approach offers us a powerful lens through which we can collectively reduce waste, cut out duplication and unnecessary costs while doing everything we can to sustain, if not improve, the quality and value of front-line services for our citizens.

The Lewisham Strategic Partnership (LSP) has chosen to focus on four themes to test the utility of the concept of Total Place. These are:

- management of offenders and minimising harm
- worklessness and unemployment
- health and social care
- assets and energy.

The range of themes chosen ensures that all of the agencies involved in delivering public services in Lewisham are included.

1.1 Lewisham: the place and its people

Lewisham is a part of London, the largest and most diverse city in the European Union. Despite the increasingly mobile, inter-connected and integrated nature of modern life, locality and place remain powerful in the creation of opportunity as well as the exercise of constraint. Where you were born, where you grow up and where you live your adult life have a powerful impact on your life chances. In this way, place is intertwined with the destinies of citizens and communities. Crucially, Lewisham's future is shaped by the growth and success of London. Lewisham's approach to Total Place can only be fully realised if there is London-wide focus on how best to lower the cost of public services while improving their effectiveness.

Lewisham covers an area of 13.4 square miles stretching from the Thames at its most northerly point to Bromley in the south. There are good transport links to the rest of London and the wider region. The West End, Canary Wharf, London City Airport and the new international rail terminal at Stratford are all within easy reach. Lewisham citizens can take full advantage of the opportunities available in London, one of the few world cities with strong global connections.

As a locality, Lewisham is the 15th most ethnically diverse local authority in England. Two out of every five Lewisham residents are from a black or minority ethnic background. There are over 170 languages spoken in the borough. We have a relatively young population with an average age of 35. Children and young people aged 0-19 represent about 25% of the population.

Some 260,000 people live in Lewisham although our population alters dramatically during the day when approximately 80,000 people travel outside

of the area to work in central London and beyond. A further 30,000 travel into the borough to work or study. The ratio of adults to young people in the borough during the day decreases dramatically and visibly.

Although there is a degree of affluence in Lewisham, the borough does have high levels of socio-economic deprivation. Lewisham is ranked 39th for deprivation in England, with one in three 'super output areas' (SOAs) in the 20% most deprived. We have the highest rate of lone parent households in London, 17.8% of all households are lone parents compared with 9.7% in London and 11.6% in Inner London. This has a significant bearing on social and labour market policy and also on relative income levels locally. The rate of Jobseekers Allowance (JSA) claimants rose from 3.2% of the working-age population in July 2008 to 5% in December 2009. In our schools 27% of primary-aged children and 25% of secondary-aged children are eligible for free school meals.

The complex needs and social challenges faced by Lewisham's residents require public agencies and their partners to have a deep and shared understanding of the dynamics of population, place and history. All have an impact on outcomes for citizens. Tackling disadvantage systematically requires agile and flexible services to be targeted effectively and personalised around the differing needs of individual citizens, families and communities.

1.2 The Lewisham Strategic Partnership

Lewisham's long history of partnership working across public agencies, the third sector and with citizens has generated a dynamic where collaboration is the norm rather than the exception. The first public management forum across public services in Lewisham was set up in 1995; the Lewisham Strategic Partnership (LSP) was set up in September 2001 and brings together 19 key representatives from the public, private, community and voluntary sectors within Lewisham to address the strategic issues that the borough faces. The LSP is responsible for developing and monitoring progress against the long-term priorities set out in the borough's Sustainable Community Strategy, Shaping our future, and is chaired by Sir Steve Bullock, the directly elected Mayor of Lewisham.

The Mayor's high level of public visibility and democratic accountability provides an exceptional opportunity to demonstrate leadership and collaboration across all of the sectors and agencies in the borough.

The LSP reflects and champions the aspirations and ambitions of our citizens. Our vision: 'Together, we will make Lewisham the best place in London to live, work and learn' is widely shared. Over the last decade public spending has increased and partners have worked well to identify gaps in policy. New joined-up interventions to address long-established disadvantage and need have emerged. Strong individual and enduring institutional relationships have developed and evolved. The challenge ahead, with public expenditure curtailed significantly, will be to build on and extend that culture of collaboration to improve front-line services, continue to enhance outcomes for our citizens while dramatically reducing cost at the same time.

1.3 Smarter partnership working and the case for a Total Place approach

Partnership working is not an end in itself. However, it is an important approach to increasing the effectiveness of agency working. No single agency can solve the problems that it is charged with tackling. Crime is not the sole responsibility of the police; employment not the sole responsibility of Jobcentre Plus; and the personal care of adults is not the sole responsibility of either social services or the health services.

By working together public service partners can better focus on how best to solve seemingly intractable problems. Innovation is often found at the edge of service boundaries – with leading-edge service users or among inter-disciplinary teams of front-line service professionals. In Lewisham we believe that citizens and service users are at the heart of service innovation. For most of the time, most people solve most of their own problems themselves. When they are unable to they usually join with others who share similar problems to solve problems socially – through communities of action and interest. When these two routes (of self help and of mutualism) fail, they expect local public agencies to help them solve their problems through the coherent provision of public services locally.

This is why smarter partnership working focuses first on how best to empower citizens and community groups rather than just how best to join public agencies together. Public services that are not centred on citizens' needs and which fail to connect to people's aspirations and ambitions tend to decay over time.

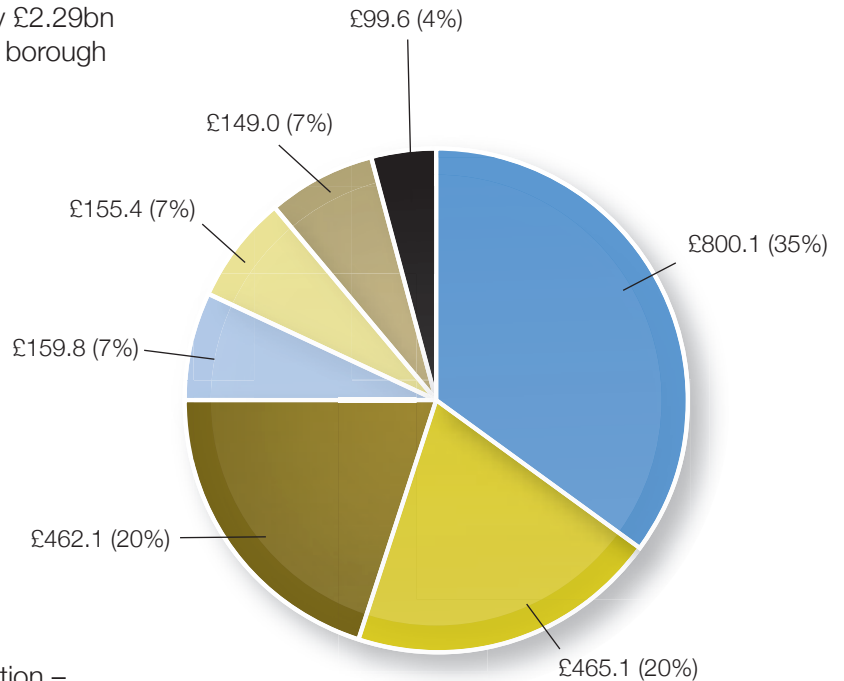
When collaboration between public agencies is meaningful, deep rooted and attentive to citizens' needs, professional and organisational boundaries melt into the background and are replaced by a focus on improved services and outcomes for citizens. Our approach to Total Place in Lewisham has been centred on service redesign around service user needs. We have examined in some depth the interaction between citizens, services and agencies locally. We have discovered that it is often at those points of contact and on the journey through and across different agencies that most inefficiencies occur. We have chosen to focus on four separate themes.

2. Our four themes

When considering which areas to concentrate on to improve collaboration and reduce costs, we focused on areas of high spend where there was existing evidence of considerable overlap between agencies. Our high-level count of public spending in Lewisham revealed that approximately £2.29bn was spent across public agencies in the borough in 2008-09.

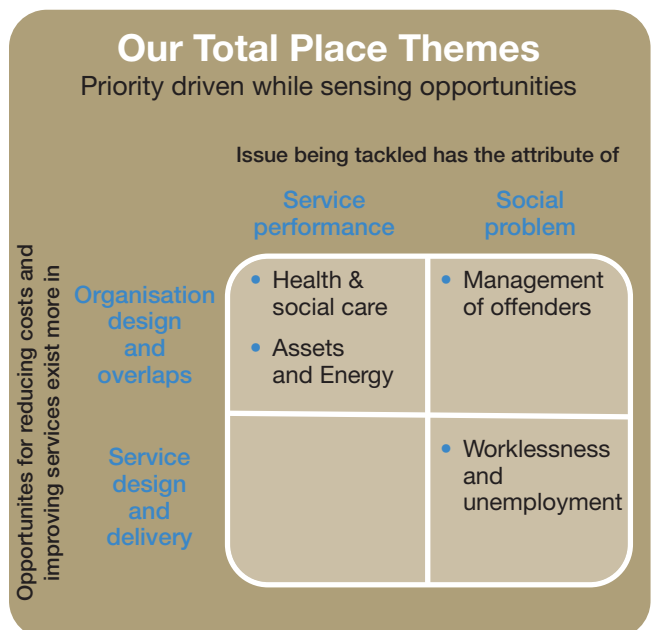
Figure 1 - Breakdown of spend across major categories (£m)

- Social protection
- Health
- Education
- Housing and community amenities
- Public order and safety
- Transport
- Other



As the chart above shows, social protection – which covers state pensions, family and income support – accounted for by far the highest proportion of spend (35%). Some 40% of spending was split equally between health and education (the latter includes adult learning as well as schools budgets), while housing and community amenities, public order and safety, and transport received around 7% of spending each. Our intention was not to seek new areas of perceived need. Gaps in service provision identified through Total Place could only be addressed if system redesign could free resources to meet those gaps.

The programme of work was overseen by Lewisham’s Public Services Board on behalf of the Lewisham Strategic Partnership (LSP). The Board involves senior officers from across all the agencies and reports formally to the strategic partnership. The themes chosen enabled us to model the Total Place approach in a range of policy areas.



2.1 Management of offenders and minimising harm

Services and interventions for adult offenders (18+) are the primary focus of this strand of work. The aim is to reduce crime and the harm caused by ex-offenders. In reviewing the range of rehabilitative services offered in Lewisham to people leaving prison the aim has been to identify opportunities for improving the effectiveness and efficiency of existing service delivery models in order to reduce reoffending rates. Nationally, over one-half of all crimes are committed by people who have previously been through the criminal justice system (Home Office, 2006)¹. The evidence shows that within two years of being discharged from prison 64%² (of offenders serving over 12 months and 73% of offenders who receive short-term custody under 12 months) will reoffend.

The Government has a target of ensuring that the number of proven offences committed by young and adult reoffenders is reduced by 10% between 2005 and 2011³. However, between 2000 and 2007 the number of detected crimes committed by offenders fell by only four percentage points⁴ despite over seven years of record investment and the complete reorganisation of offender management in England and Wales.

Within Lewisham, our exact repeat offender figures are broadly in line with national trends. Some 39% of people with sentences over one year are convicted of re-offending within one year of release. Approximately 830 people each year are released from prison into the community in Lewisham (this total is comprised of 500 having served under 12 months and 330 having served sentences of greater than 12 months). Based on these national estimates of reoffending, almost 580 people from this cohort will reoffend within

Lewisham within two years of release. The task is how public agencies can better work together so as to dramatically reduce this number.

Management of offenders and minimising harm: key figures

£95m: estimated cost of reoffending to the people, businesses and public bodies of Lewisham (using Social Exclusion figures⁵). This figure does not include uncosted damage to perceptions of public safety and community cohesion.

£49-64m: estimated direct annual economic and social cost of reoffending to Lewisham.

£149.1m: total spend on community safety, enforcement and intervention, based on apportioning costs for police (£131m), probation (£4.9m) and Lewisham Council's Crime Reduction Service revenue out-turns (£13.2m).

£7.5-10m: spend on preventing reoffending through rehabilitative services⁶.

Coordinated through the work of the Safer Lewisham Partnership (SLP), Lewisham has begun to develop a sophisticated approach to offender services and intervention based upon strong joint working and multi-agency collaboration. Partners are currently piloting a number of schemes based on resettlement/Integrated Offender Management models, which include Diamond, Trilogy+, Youth MARAC and DVMARAC⁷.

1 <http://www.homeoffice.gov.uk/documents/five-year-strategy>

2 Martin Stevens (Programme Director; London Criminal Justice Board) Presentation (27 November 2009)

3 Ministry of Justice, National Offender Management Service (2009-10) Reducing Reoffending Delivery Plan

4 Ministry of Justice, Reoffending of adults: results from the 2007 cohort for England and Wales

5 Social Exclusion Unit (2002) Reducing re-offending by ex-prisoners

6 This excludes the cost of police and law enforcement.

7 Diamond is a multi-agency initiative within six wards in Lewisham. The project provides a structured and intensive resettlement package on release, including heightened police supervision, for those who have served less than 12 months in prison. Trilogy is Lewisham Police's task force responsible for gun and gang-related crime. DV MARAC is a forum where multiple agencies in Lewisham get together to provide a coordinated response to assist those at the highest risk of domestic violence. Youth MARAC applies the same principles as DV MARAC but is focused on supporting young people from aged 10 to 21 years who have been victims of serious crime.

The case for change

This pilot focuses on prolific adult offenders (but excludes Lewisham's 33 named Prolific and other Priority Offenders (PPO)). These are offenders that operate below Multi Agency Public Protection Arrangements (MAPPA) thresholds and hence do not commit the most serious sexual and violent offences but who generally commit the vast majority of volume crime causing considerable harm to communities and victims. Unlike those committing more serious sexual and violent offences they do not prompt the same high levels of multi-agency information sharing and partnership as seen for more serious cases who qualify for MAPPA or PPO arrangements. As a result there is significant scope for enhancing collaborative arrangements across the Metropolitan Police, the Probation Service, NHS Lewisham, the Council and other stakeholders to substantially reduce the risk of reoffending, the harm to our citizens and the subsequent cost to the individual and the state.

2.2 Worklessness and unemployment⁸

The impact of the economic recession and the subsequent rise in unemployment provides a powerful impetus to consider how well agencies are working together to support Lewisham's citizens on the journey back into sustainable employment. This is a particularly complex issue in Lewisham as most of Lewisham's workforce is employed in central London and more widely across the region. Solutions therefore need to take account of the range of funding streams, the mobility of the population and the fluidity of the jobs market as well as our citizens' capacity to supply that market. The current system of welfare-to-work provision for Lewisham citizens is incredibly complex. It is a system of multiple funding streams supporting over 120 projects and programmes, delivered by over 50 providers.

The multiplicity of funding streams partly explains the complexity within the system. The four main sources of funding⁹ (Department for Work and Pensions (DWP), Learning and Skills Council¹⁰ (LSC), London Development Agency (LDA) and Working Neighbourhood Fund) each fund a range of different initiatives, with different objectives, targets and rules across each. This results in fragmented delivery with no strategic overview of – and no overall accountability for – what is commissioned within Lewisham.

Of these main sources of funding – which together account for over 90% of spend on welfare-to-work provision in Lewisham – only Working Neighbourhoods Fund is commissioned at borough level; the others are all commissioned regionally or nationally. Our customer insight work has shown that the needs of the long-term unemployed are rarely met by a single agency – interventions are often required from a range of agencies, many of whom operate outside of the traditional welfare-to-work system.

In addition to these four main funding streams there is a variety of other funding sources or services, which are allocated either through the Lewisham Strategic Partnership or Lewisham Council, and which are at least partly deployed in tackling worklessness and unemployment in Lewisham.

8 The term 'workless' is used to describe people of working age who are not working, not in full-time education or training and are not actively seeking work. This includes people who are out of work because of health problems, and who may be claiming Incapacity Benefit or Employment Support Allowance. 'Unemployment' covers those who are not in employment but are actively seeking work (in particular, this group includes people claiming Jobseekers Allowance). The project has predominantly focused on provision for workless or unemployed people aged 19 or over.

9 European Social Fund (ESF) funding is allocated by co-financing organisations (in London, these are DWP/Jobcentre Plus, LSC and LDA); therefore estimates of ESF funding have been included within the spend figures for the co-financing organisations.

10 The LSC is currently being replaced by the Skills Funding Agency as the main funding body for adult skills and learning.

Worklessness and unemployment: key figures

£108m: key out-of-work benefits spend in Lewisham in 2008-09.

£25m+: money forecast to be spent in Lewisham in 2009-10 on support for workless/unemployed people to return to work, and/or to remain in work.

120+: number of projects or programmes targeting out-of-work people in Lewisham.

50+: number of providers tackling worklessness or unemployment in Lewisham.

15+: number of funding streams supporting work bringing people back into work.

19,090: number of Incapacity Benefit (IB), Employment Support Allowance (ESA) and Lone Parent benefit claimants in Lewisham (based on May 2009 figures).

8,530: number of Jobseekers Allowance (JSA) claimants as at May 2009¹¹.

Spending on out-of-work benefits will have risen in 2009-10 as unemployment rises through the economic recession: the number of JSA claimants, for example, has risen by 9% during 2009-10 so far¹².

The case for change

The proliferation of funding streams, projects and programmes targeting the same citizens with little overall coordination in terms of commissioning or evaluation has established a series of incoherent and repetitive support pathways for the customer. Funding often relates to specific outputs rather than employment outcomes and because there is no overall tracking of individuals through the multiple systems there is a danger of overlap and recycling around the providers. There is a strong case for a better coordinated commissioning framework to provide a more coherent pathway for customers, properly incentivised outcomes, and reduced costs overall.

In terms of out-of-work benefit expenditure, IB/ESA and Income Support (IS) claimants are the costliest, and yet they receive comparatively little mainstream support to return to work. Numbers of IB claimants have remained largely unchanged in Lewisham over the last 10 years. There is a need to assess the allocation of resources and consider whether the concentration of programme resource and support which is focused on those on JSA rather than on the costlier group of IB and IS claimants (which includes lone parents) is appropriate in Lewisham given the dynamic nature of London's economy and our local demographic.

2.3 Health and social care

The relationship between the Council and the local Primary Care Trust (NHS Lewisham) is strong. For some years the Council and NHS Lewisham have been working together to commission health and social care services jointly for some adult client groups and in children's services. Joint working with aligned budgets has been in place for learning disability services for about 15 years. NHS Lewisham commissioners have also led joint commissioning of mental health services with aligned budgets for several years.

Lewisham has been making savings and improving outcomes and quality of services through closer working over many years; the recent Care Quality Commission (CQC) assessment rated the Council as delivering outcomes 'well'. In the medium term the gap between Lewisham life expectancy and national life expectancy has narrowed and at a greater rate than in areas with a similar population and health profile. In the short term, where Lewisham has focused on working together more effectively – for example learning disabilities or alcohol and drug commissioning in the last three years, performance has improved markedly.

Since July 2009, therefore, the Council and NHS Lewisham have been working to establish joint budget and organisational arrangements for almost all adult health and social care commissioning, including for adults with learning disabilities, mental health needs and for older and younger adults'

¹¹ Source: Nomis. The May 2009 figure is included so it can be compared with the most up-to-date IB/ESA and lone parents figures. The latest JSA claimant figure for December 2009 was 9,066.

¹² As at November 2009.

client groups. The Council will become the lead commissioner for pooled budgets with a value of nearly £200m. The commissioning team from NHS Lewisham will become part of the Council under the jointly appointed Head of Commissioning. The first stage of this change will bring together people and the work they do and will further align budgets in the service of better outcomes and better value for the community.

For children's services a joint commissioning approach has been in place for five years and the team has responsibility for commissioning against priorities identified in the Children and Young People's Plan. This includes the commissioning of all health community services on behalf of NHS Lewisham.

Also in the last quarter of 2009 NHS Lewisham proposed the merger of its community health services with University Hospital Lewisham and, once approved, this will take place in 2010. By doing this, NHS Lewisham will have divested itself of all provision, which is one of a handful of such vertical integration proposals across the NHS. With joint commissioning appointments in children's and adults' health and social care and in the new jointly appointed Director of Public Health, Lewisham already has more integrated organisational arrangements than most places.

The case for change

Health and social care partners in Lewisham have been integrating across a range of services for many years. There are good examples in children's, adults' and mental health services of both aligned budgets and pooled arrangements. Many of these have evolved to meet client-specific requirements. Given the direction of travel and the likelihood that closer integration between services over time between NHS Lewisham and the Council it is appropriate to assess whether there are further benefits and cost savings to be secured from wider organisational integration. This strand will explore two key questions:

- What is needed to make the Lewisham joint commissioning proposals work better and faster?

- What are the lessons from elsewhere in the country and from the existing arrangements in Lewisham in exploring the case for further organisational integration?

2.4 Assets and energy

In London we are keenly aware that we are global citizens. The diversity and mobility of our population, the capacity to commute across the world with relative ease and the availability of communications technology mean that the concept of 'place' or 'locality' can be rather ambiguous. Property assets however, are unambiguously tied to location and specific space. In many ways they are what gives a place its distinctive character. Public agencies host a range of different types of asset. We have facilities where citizens and customers receive direct services, back-offices for corporate and business support and depots with plant, machinery, fuel and vehicles. For each of these types of asset there is a physical footprint, a connection with the citizen or customer, a financial cost and an opportunity cost. Energy on the other hand is invisible and can be purchased anywhere, by anyone and distributed to any place.

Lewisham has a long-standing focus on driving efficiencies through asset and energy management, and in so doing seeking to improve service delivery, deliver value for money services and put partnership working into practice. The Council's Worksmart programme, for example, has involved asset rationalisation and the introduction of flexible office working arrangements to improve working conditions and generate £780k in efficiencies as well as create opportunities for other local partners to locate within council office space.

Assets and energy: key figures

£1.9bn: estimated value of public sector assets across Lewisham (excluding council housing)¹³.

£65m - £100m: running costs of public sector assets in Lewisham – for local or regional partners.

¹³ Based on the net book value of fixed assets. The figure excludes the value of council housing (valued at £0.9bn).

Individually partners have strategic plans for the governance and operation of their respective estates. Formal and informal links throughout Lewisham's public sector property and estates teams have established cross-organisational recognition of the opportunities that exist, a good knowledge base of the assets in the borough and a number of examples of successful co-location and collaborative activity.

Lewisham has a number of successful examples of public sector co-location. The Downham Health and Leisure Centre is a purpose-built facility developed and delivered through a partnership between Lewisham Council and NHS Lewisham, hosting state-of-the-art health care facilities, including GP surgeries and dental practices. In addition it also offers leisure facilities, including a library and community hall and functions as a point of contact between residents and the Council for services such as paying council tax. The Ladywell Unit is an example where University Hospital Lewisham (UHL) and South London and Maudsley Mental HealthTrust (SLaM) have cooperated to construct a purpose-built unit at the hospital to provide mental health care services. Kaleidoscope is another purpose-built building incorporating a wide range of joint service provision for children and young people from NHS Lewisham, Council and SLaM.

The case for change

However, collaboration has been relatively sporadic and opportunistic. In many ways the overall planning for investment, maintenance of assets and procurement of facilities management has been driven by departmental silos rather than local consideration. This has been feasible when public sector budgets were growing and new financing arrangements flourishing. This is no longer the case and as all agencies recognise the need to reduce costs while trying to maintain direct services it is clear that this area is ripe for attention. In short we need to sweat our collective assets better.

3. Findings and possibilities

When designing services around service user needs it is tempting to examine a customer journey along a particular public service pathway and try to engineer a solution for each piece of the journey that doesn't appear to seamlessly fit with the next. In many ways this has been our approach over time – each professional domain adding to the complexity of task in hand without thinking about the overall route map. In each of our strands of work there are examples of expensive and over-elaborate solutions for particular aspects of a customer's needs. Rarely is the 'total citizen or customer' considered. Services are reviewed from within their own professional domain limiting the options for change to piecemeal solutions. Our findings suggest that a broader approach, focused on the individual customer or citizen, is necessary to unlock costs which are embedded in each of the agencies.

Decisions in relation to how resources are allocated are often taken at different spatial levels and via different government department or policy silos. However, cost is often borne throughout the whole system, across a range of different individual agencies working within that system. For example, the cost of offenders reoffending is felt at a local level in Lewisham by our crime reduction services, at a London level by the Metropolitan Police and Probation Service, and at a national level by the Home Office and Ministry of Justice. Care needs to be taken when realising efficiencies or allocating resources at one level, that cost is not shunted to another level.

The challenge of gathering information and data, understanding it and using it effectively is not new. In every aspect of the chosen strands of work there were areas identified where agencies felt that they could function better if they had speedier access to higher quality information and data. Inevitably the usual issues relating to sharing

information between agencies arose: technology, information management systems and data-security matters.

Throughout, there are numerous examples of duplication of effort whether in relation to data gathering or indeed direct service provision. While it is often easy to identify those areas that overlap, unpicking them to create a more orderly and coherent alternative requires considerable service redesign and collaboration.

Therefore in each of our strands we have assessed the implications of Total Place across the following themes:

- 'whole system' transformation rather than marginal tinkering
- information gathering, sharing and use
- resource prioritisation to maximise benefit and reduce costs
- reduction in overlap and duplication.

3.1 Case Study: Management of offenders and minimising harm

'Whole system' transformation rather than marginal tinkering

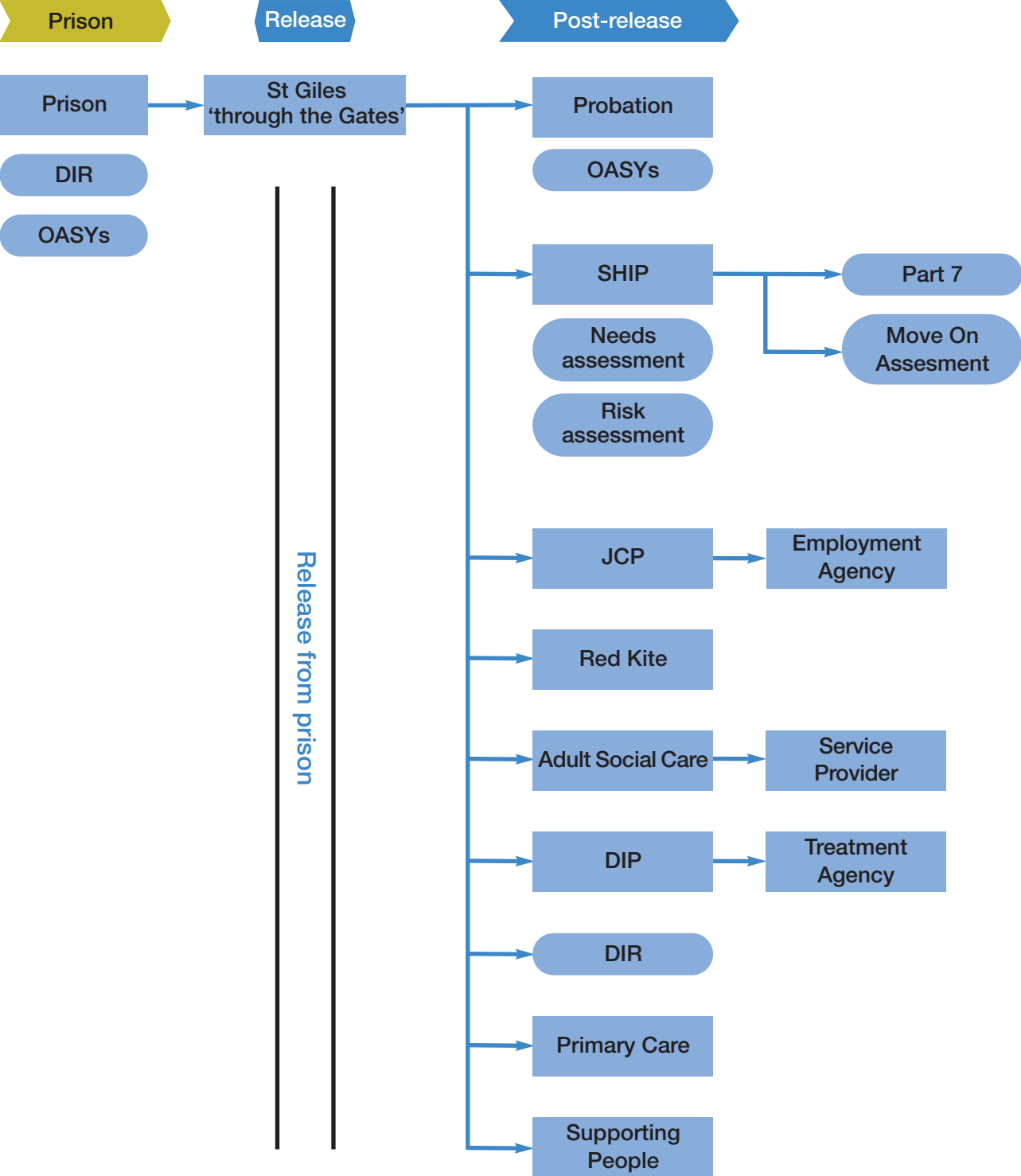
- An offender with complex needs could receive up to 11 assessments¹⁴ by a number of different agencies in order to have individual need addressed. Across these assessments a significant amount of common data is collected. We estimate that publicly funded costs relating to post-conviction assessment are in the order of £550,000-£650,000 each year¹⁵, of which £350,000 relates to post-release, community-based assessments each year. There is considerable scope to rationalise the number of assessments, and we estimate that savings of

14 This figure excludes reassessments, which would increase this figure to approximately 19 assessments in a year for those with complex needs.

15 The cost includes estimated time spend on assessment, gathering information, writing reports and administration. It also includes wasted time due to missed appointments.

30% (£100,000) are possible within community-based assessments and that this figure could extend to £200,000-£250,000 if prison-based assessments could be organised differently.

- The diagram below shows a typical assessment map for an offender who is homeless, with substance misuse and a history of mental health problems.



- The first few hours post release is a critical period in terms of reoffending. Ethnographic insight also reveals that this release period is the point at which offenders are most ready and willing to move away from an offending lifestyle. Despite this, the transition from prison to the community is not smooth, post-release services are not offered in a systematic or coordinated way and offenders do not leave prison with basic provision in place. For example:
 - Offenders are commonly given enough funds to last up to two weeks upon release, yet it commonly takes four to eight weeks before a benefit application can be processed and funds are accessible.
 - Provisions of emergency scripts are not systematically provided by prison drugs teams (CARATS).
 - Two-thirds of all Londoners in custody are held outside of the region. Service providers would find it easier to ensure the appropriate rehabilitative services are available for offenders if all London offenders were released from London prisons.
 - Release dates are not systematically communicated to relevant agencies, and are often changing, making it difficult to have appropriate provision in place (such as housing and drug programmes). Similarly this transition is hampered by high numbers of Friday releases when many of the support arrangements are not in place over the weekend.
- Resources are targeted towards offenders who commit the most offences and pose the greatest risk, e.g. MAPPA and PPO. For our target cohort, who do not fall into these categories, rehabilitative resources are deployed regardless of motivation for change. A proposed opt-in model looks to provide an enhanced and streamlined offer to a number of offenders prioritised by their willingness to address their offending behaviour. This model draws on evaluation from the Diamond Initiative, which suggests that offenders respond well to a structured and more intensive resettlement package upon release, including heightened police supervision.

Information gathering, sharing and use

- Police, Probation Service, Drug Intervention Programme (DIP), Single Homeless Intervention Programme SHIP, mental health providers, Jobcentre Plus (JCP), prison service, court service and third sector providers all hold separate database records on offenders, yet this information is not systematically shared across partners and relies on ad hoc arrangements. As a result front-line staff spend a considerable amount of time chasing relevant data.

Resource prioritisation to maximise benefit and reduce costs

- When considering the allocation of resources to tackle reoffending and reduce harm it is important to look at how the collective resources of the police, the Probation Service and the Council's Crime Reduction Services are deployed. A considerable level of resource is directed towards the patrolling of the general public realm. This approach centres on public reassurance and opportunistic crime reduction. It may be that given the inevitable financial constraints that we are now facing that a more targeted policing approach which focuses on known offenders as they are released from prison is the more appropriate course of action. This concentration on known offenders is likely to result in better risk management and a reduction in the risk of harm to citizens.
- Although it is clear to practitioners that a significant portion of offenders re-offend, systems and practices have been designed with a 'one-way' process in mind, i.e. that the offender will only ever travel this journey once. As a result, reoffenders receive the same 'management' and interventions time and time again. Ethnographic study shows one prolific offender receiving the same course in prison four times.
- There is no systematic locally delivered evaluation of rehabilitative services that is capable of demonstrating their effectiveness in reducing reoffending rates. In order to know where to target resources in a way that offers effective and meaningful intervention for offenders, longitudinal channels of outcome-based evaluation will need to be explored.

Reduction in overlap and duplication

- The offender pathway post-release is chaotic and not adequately aligned or integrated across agencies. Ethnographic evidence suggests that offenders are, in some cases, engaging with up to four key workers across a number of agencies. There are many examples of duplication and overlap of provision and effort. For example, the Probation Service, DIP, JCP, St Giles, and housing needs advisers in prison all provide sign-posting, information and guidance in areas including housing, benefits and employment and training. In addition, some overlap between the caseloads of DIP and contracted treatment agencies was uncovered. There is also some duplication of Employment Training and Education (ETE) provision.
- The Probation Service's interventions are primarily designed to address offending behaviour and are most suitable for offenders where there is a higher risk of harm or reoffending. Despite this, the Probation Service is required to supervise offenders, often for over 12 months, even where they are identified as being low level of risk of harm or reoffending. For this cohort, lengthy supervision periods are often given by the courts where there is high need despite lower levels of risk. As there are fewer appropriate probation-led interventions suitable for this client group alternative options have been explored. Instead, where there are criminogenic drug needs identified, this group of approximately 150 offenders could be more appropriately supervised by DIP (within current funding arrangements). This would enable the Probation Service to focus on higher risk offenders, while also delivering an efficiency saving of at least £74,000 each year.

Management of offenders and minimising harm: our recommendations

- **A Common Assessment Framework approach is developed to reduce the number of assessments of offenders** (potential savings of up to £250,000 each year)
- **A pilot is developed locally to introduce a single lead professional and shared database.**
- **Every London prisoner where possible should be released from a London prison at the end of their sentence, and release dates should be systematically communicated to relevant agencies and single lead professional.**
- **An enhanced prison release opt-in model is established to ensure rehabilitative support for offenders is targeted at those most likely to benefit.**
- **A whole system approach to outcome-based performance measurement (positive rehabilitation and reduction in offending) is developed across agencies in order to evaluate the effectiveness of current provision.**
- **Consideration is given to the balance of crime reduction resources allocated between the targeting of known persistent offenders and other activities.**
- **The supervision of approximately 150 offenders is transferred from the Probation Service to DIP. This is consistent with the single lead professional model** (potential savings of around £74,000 each year).

3.2 Case study: Worklessness and unemployment

'Whole system' transformation rather than marginal tinkering

- The majority of commissioning of employment and skills (some 90%) takes place nationally or regionally. Pooled funding and commissioning on a sub-regional basis would allow for local areas to direct resources towards the challenges in their particular localities. In Lewisham this would enable a greater focus on lone parent claimants and those on Incapacity Benefit (IB).
- A shift towards pooling of resources and the creation of sub-regional partnerships will take time; in the short term the successful delivery of Flexible New Deal¹⁶ (FND) is a priority both nationally and locally. The role of Local Strategic Partnerships in monitoring of FND contracts should be strengthened to ensure that prime providers are held to account for delivery at a local level, and that the support is appropriate for local need.
- Furthermore, Flexible New Deal will have significant implications for specialist third sector providers, and LSPs should use their oversight role to support these providers to ensure that the access they have to people who are furthest from the labour market is not lost within the large FND contracts. In addition, third sector providers require support in finding their niche within the market, and by forming coalitions to maximise bidding potential and achieving economies of scale.
- In the current system, support is dictated by the benefit type rather than the individual needs of a customer. In reality, the needs of long-term Jobseekers Allowance (JSA) claimants and IB claimants are part of a broad spectrum. The introduction of a single employment programme for all benefits types – with the right incentives in place to prevent providers 'parking' the more complex cases – would help to ensure there is fairer access to support across all benefit types.

- The current system for supporting workless people back into employment is too narrow, with insufficient focus on the wider barriers to employment such as health, mental health, substance misuse and housing. This partly derives from up-front assessments of customers too often focusing solely on skills and 'employability' needs, rather than on the underlying issues which may be preventing them from accessing employment. It also derives from a lack of clear pathways between welfare-to-work providers and agencies tackling these wider barriers to employment.
- The individualised budget approach pioneered in social care is worth testing in the field of worklessness. It would help to address the lack of ownership of a customer's journey in the current system. It would also ensure a personalised approach tailored to the individual's needs, and cut out wasted efforts, which are focused too narrowly on their 'employability' needs rather than more specific needs such as housing, health or substance misuse.

Resource prioritisation to maximise benefit and reduce costs

- In Lewisham, £108m was spent on key out-of-work benefits in 2008-09. Of this, £91m was spent on IB/Employment Support Allowance¹⁷ (ESA) and Income Support (IS), with £17m spent on JSA. Lewisham has the fourth highest number of lone parent claimants (6,680 at May 2009) in London, and the sixth highest number of IB or ESA claimants in London (12,410 at May 2009).
- Yet in terms of money spent in supporting Lewisham residents back into work, approximately four times as much is specifically targeted at JSA claimants compared to IB/ESA and IS claimants. The London labour market, to which Lewisham residents have access, is particularly dynamic. Ninety-two percent of JSA claimants are back in work within a year, there is considerable evidence that the resources allocated to JSA claimants could be better targeted at those who are further away from the labour market.

16 Lewisham is part of the South London contract, which is a Phase 2 Flexible New Deal area. FND is due to start in South London in October 2010, and will be delivered by two prime providers commissioned by the Department of Work and Pensions (DWP).

17 From 27 October 2008, Employment Support Allowance (ESA) replaced IB and IS paid on incapacity grounds for new customers. Those already receiving IB will continue to receive it as long as they are still eligible

	JSA claimants	ESA/IB and IS claimants
Total claimants	8,530	19,090
Benefit cost	£17m	£91m
Programme spend ¹⁸ ratio	4	1

- The annual cost savings, purely in terms of key out-of-work benefit spend, of bringing a JSA claimant back into work are approximately £4,200. The equivalent cost saving for an IB claimant would be £6,000 each year¹⁹ - some 40% more. There are wider cost savings within the benefits system – such as tax credits, housing and council tax benefits, as well as ‘passport benefits’ such as free school meals and prescription charges – and less quantifiable savings to the wider public sector in terms of health²⁰ and crime reduction²¹.
- The IB claimant group are not only costlier in terms of overall benefit spend, but their claims are likely to be longer: the average duration of an IB claim is eight years.
- By increasing the amount of support offered to existing IB claimants, it is estimated that savings in benefit payments in Lewisham of at least £3m could be achieved. This is based on early evidence of the proportion of ESA claimants being assessed as ‘fit for work’ under new work capability assessments, and conservative estimates of the success rates of employment programmes targeting IB claimants.

Reduction in overlap and duplication

- Our mapping of the provision available to support workless and unemployed people in Lewisham into sustainable employment has revealed a complex, cluttered marketplace. There are over 120 projects or programmes providing support for Lewisham residents,

delivered by over 50 public, private or voluntary sector providers. Over 15 funding streams fund support targeting workless and unemployed people in Lewisham.

- The impact on the citizen is an inconsistent, often incoherent journey through the system. There is a lack of overall accountability for this journey, and a repetition of support as a result of overlap of these multiple funding streams, and the differing objectives, eligibility and performance management requirements.

Information gathering, sharing and use

- Although there are legal barriers²² to accessing personalised Department of Work and Pensions (DWP) or Jobcentre Plus (JCP) data, which can hinder targeted local work and the tracking of customers through the system, we did not uncover sufficient evidence to justify the case for amending legislation. The planned release of unemployment data by areas of up to 150 households will go some way to enhancing local areas’ capacity to target support at areas of highest need. Our work has highlighted confusion among local partners and providers about which data sharing is or is not possible when tackling worklessness and unemployment: further work is required to ensure providers are making the most of powers already open to them.

18 Programme spend is used to refer to support directly aimed at bringing unemployed or workless people back into work; i.e. it is distinct from benefits spend.

19 Taken from David Freud, Reducing dependency, increasing opportunity: options for the future of welfare to work, 2007.

20 Research shows that 27% of unemployed males and 25% of unemployed females report ill-health compared to 12% and 13% for those in employment. Living in Britain, Results from the 2002 General Household Survey, Office for National Statistics (2004).

21 According to the Social Exclusion Unit (Reducing re-offending by ex-prisoners, 2002), the likelihood of reoffending among ex-offenders is cut by a third to a half if they are in employment.

22 In particular, the Data Protection Act and Social Security regulations

- One area where greater sharing of data would be of benefit would be in JCP, reducing the burden on smaller providers. Funding by sustainable job outcome places a significant burden on smaller employment and skills training providers in tracking whether individuals are still in employment up to six months or a year later. Support from JCP in confirming, through the benefits database, whether an individual is still in employment would help to reduce this burden.

Worklessness and unemployment: our recommendations

- **A single employment programme is developed for those unemployed for more than six months, to cover all benefits types.**
- **All national, regional and local funding streams are pooled to enable sub-regional employment and skills boards, strongly influenced by constituent LSPs, to target local need.** (An increased focus on IB claimants in Lewisham could achieve savings of approximately £3m).
- **In the interim, FND prime providers should be required by DWP to participate and fully engage with LSPs, including involving them in performance monitoring.**
- **LSPs should support third sector providers to adapt to the FND model.**
- **Local partners carry out further work to improve pathways between employment and skills providers and agencies tackling the wider barriers to employment.**
- **The LSP develops a personalised budget pilot to support IB and lone parent claimants into work. Initial savings of around £74,000 each year).**

3.3 Case study: Health and social care

'Whole system' transformation rather than marginal tinkering

- Different commissioners and service providers across health and social care are providing services to the same groups of people and there may be scope for more integrated and

streamlined working. In Lewisham, the response to this has been to establish an integrated joint commissioning model. The strength of these arrangements, built on a strong relationship between the two organisations, demonstrates the benefits that arise from a structured integration of functions between the two organisations. It also points towards the opportunities to further improve health outcomes, through closer integration in the future.

- Evidence from other authorities and national research indicate that pathway redesign can result in efficiency gains. In many cases care pathways have been defined nationally e.g. National Stroke Pathway. These pathways provide a comprehensive picture of what interventions are required. Lewisham's joint commissioning structures have allowed for tighter, more focused contracting, freeing up resources that can be reinvested so that local needs are better met and this remains the case within these pathways.
- Local authority led integrated commissioning of £200m pooled adult health and social care budgets and the £40m children's budgets will continue to realise stronger contracts that deliver clearer routes through treatment and care for a similar investment of resources. Market management at a local and regional level will maximise the value of local contracts and encourage expertise and capacity among a wider range of providers.
- The focus for joint commissioning is to move from formalising its organisational links to accurately defining the improved outcomes that can be expected by citizens.
- The disaggregation of provider services from Primary Care Trust limits the economies of scale that could be found from sharing support services with the local authority. Closer joint-commissioning will realise some savings over time through back-office integration and more aligned working practices. However, in the context of London, with contiguous boundaries between local authorities and PCTs, improved outcomes will rely upon further integration. For this to be realised significant technical issues will need to be resolved, notably the terms and conditions for employees in both organisations.

Information gathering, sharing and use

- Local work to combine or share functions across two separate organisations, has provided even greater evidence of the volume of reporting requirements required of each partner, their effect on the management of services and the potential areas of overlap and therefore efficiency. The volume and timetabling of the reporting requirements do not always align across organisations or policy areas, which create additional data performance burdens. Different commissioning cycles across different services, often resulting from new policy developments or guidance from separate government departments, undermines the effectiveness and value of the Joint Strategic Needs Assessment (JSNA) and the evidence on which its analysis is based.
- Contributing to the complexity of accurately assessing local needs is that the ‘population’ groups differ between service areas, for example, school population lists, GP population lists and borough population lists.
- Local partners have been working together to mitigate these effects. For example, the NHS and local authority are sharing the same performance management system (Performance Plus), local partners have signed up to local data sharing protocols within the field of social care and health, and a cross-borough performance group meets regularly to discuss common data sharing and performance management issues. The local data sharing protocols in particular will allow for increasingly detailed specifications to be developed, enabling better data sharing. This is being developed locally since without comprehensive national requirements the onus rests upon local commitment and adoption and the development of local data sharing systems that meet Caldicott standards and other information-sharing governance arrangements.

Resource prioritisation to maximise benefit and reduce costs

- Effective commissioning not only relies upon an understanding of need but also on the progression from needs assessment to delivery. The JSNA process in Lewisham now aligns with joint commissioning arrangements to highlight gaps in collective knowledge that can be filled,

as well as areas where more detailed or up-to-date information is required. A rolling programme of priority needs assessments, which complement and inform the overarching analysis of the JSNA, which are accessible online and in a format that allows them to be effectively disaggregated and which are timed to coincide with governance and planning cycles will provide the firm evidence on which Lewisham’s joint commissioning decisions will be made. An agreed process to move from assessment to action will now speed up the delivery of both outcomes and service improvements.

Reduction in overlap and duplication

- Although local performance systems and monitoring arrangements have been established to bring together performance management frameworks, a national framework has not yet been produced that comprehensively manages all of them. The requirement to cooperate between partners as established following the White Paper, Strong and Prosperous Communities, does not include detailed arrangements on how this works in regards to performance arrangements. Attempts to provide one comprehensive performance management framework through Local Area Agreements are called into question when the NHS is required to submit performance information through the Vital Signs framework – when in many cases Vital Signs and national indicators are identical.
- One recommendation would be to merge Vital Signs and national indicators, and only require one body to submit them. Whilst PCT and local authority boundaries are different, most PCTs simply merge up the data from local authorities anyway. This would apply to 21 national indicators.
- Reporting requirements for mental health data, which includes health and social care, provides another example. The Department of Health collect both from trusts using a mental health minimum dataset, but also request social care data from local authorities. It would be more sensible to extract the social care data from the dataset rather than seeking it from local authorities.

Health and social care: our recommendations

- **Lewisham Council and NHS Lewisham continue to explore the efficiencies available through care pathway redesign.**
- **Lewisham Council and NHS Lewisham continue to pursue the benefits and efficiencies available through back-office integration.**
- **A rolling programme of needs assessments across health and social care, based on priority topics, is developed.**
- **Vital Signs and national indicators are merged, with only one body required to submit data.**

3.4 Case study: Assets and energy

'Whole system' transformation rather than marginal tinkering

- Based on an assessment of asset-related expenditure across local and regional partners we have identified the annual running costs of public assets in the borough as £65 to £100m. If efficiencies could be realised through smarter and more collaborative procurement and asset rationalisation across agencies, then it may be that potential savings of between 10% and 15% could lead to annual budget savings of between £6.5-£15m.
- When investing in the public estate government departments allocate resources into local areas on the basis of specific departmental priorities. Capital funding is often very department specific and agencies struggle to weave together coherent strategic investment programmes and align them to the regeneration of their local areas. Much better use of the public estate can and has been achieved through co-location and establishing shared services. However, there is rarely a built-in incentive in funding streams to work in partnership at a local level. The imperative for individual public agencies is to satisfy specific government department requirements.

- The Council is currently part of a London-wide consortium to procure energy for several London councils. Some of the other public sector agencies in Lewisham have agreed to participate alongside the Council and this consortium. Further work should be done to explore whether other sectors not currently part of the consortium would benefit.
- Management of public sector assets in London can be located at borough, sub-regional, regional or national level. It is important that agencies consider local priorities as well as other drivers when making investment decisions.
- When considering shared use of assets it is important to take into account the potential economies of scale that can be achieved at a London or sub-regional level for London-based organisations.
- To ensure partners liaise and consult with each other when planning their investment programmes, we have identified the need for cross-agency governance arrangements. All public agencies have agreed to develop an area-wide asset plan, working through the new local governance arrangements. These new governance arrangements will oversee the realisation of the efficiency savings highlighted above.

Information gathering, sharing and use of data

- There is currently no single methodology for monitoring and reporting running cost information across local public sector partners. In the interim we have developed a common set of data collected locally on assets and energy across public partners. Further work will be needed to enable this information to be used across the partnership to ensure strategic decision-making.

Reduction in overlap and duplication

- All public agencies spend a considerable amount of time and effort procuring energy and facilities management for the public estate in Lewisham. The value of this is approximately £47m a year. There are opportunities to reduce the organisational duplication. Shared contracts offer clear scope for reducing costs through economies of scale. We have identified cleaning,

security and maintenance contracts as opportunities for joint procurement over the next year.

- The co-location of depot space has also been identified as an opportunity for efficiency realised through shared running costs, including staffing and depot maintenance. Further savings could be delivered through joint procurement of diesel and shared use of emergency fuel supplies.

Assets and energy: our recommendations

- **The LSP establishes cross-agency governance arrangements – via a Joint Asset Management Board – which includes all local and regional stakeholders. (Potential savings of £6.5m-£15m).**
- **Capital funding streams, where possible, should not be ring-fenced by individual government departments. Where ring-fencing is necessary, an element of the funding stream should incentivise partnership working and co-location.**
- **All agencies agree a common methodology to benchmark running costs.**
- **Public sector partners in Lewisham explore the viability of entering into shared contracts for facilities management, maintenance and depots**

4. Barriers, burdens and bureaucracy

Performance reporting and management is a critical function for service provision: it enables benchmarking, contributes to long-term planning, and provides evidence for the allocation of resources. However, the burden of ineffective regulation, duplication across performance management arrangements of different departments and inspectorates, and the usefulness of particular datasets, can be disproportionate to their value.

4.1 Regulation and inspection

Efforts to streamline or reduce the burdens of inspections are yet to bear fruit locally. The Comprehensive Area Assessment (CAA) was introduced as a 'light touch' approach, yet we estimate that locally over 4,500 officer hours were required to meet the demands of that inspection alone. Between 2009-11, public sector partners are scheduled to receive over 50 different inspections by national or regional inspectorates. The cost of this to all public agencies and nationally is significant, and given the squeeze on public sector finances, we will need to ensure that value for money in relation to purpose is proven in the future.

Moreover, the cost of 'plan compliance' is also high. In Lewisham, local public service partners are required by statute to produce a dizzying array of overlapping and duplicate plans and strategies.

4.2 Performance management arrangements

Different agencies within each local area are accountable to a range of different public bodies in relation to their performance requirements. In some cases, the requirements differ for each.

For example, in relation to offender management locally the Crime and Disorder Reduction Partnership (CDRP) has the statutory oversight and scrutiny role and is responsible for directing partners' core activities and allocation of budgets.

However, core partners (including the police and the Probation Service - as of April 2010) also have vertical accountability to the Metropolitan Police and the National Offender Management Service and it is these reporting lines that have greater influence in driving the business of the agency, the targets, pilots, management oversight, strategies and reporting requirements. Added to this, additional reporting lines to central government departments including the Home Office, Ministry of Justice and Department for Children, Schools and Families²³ are also in place. As a result the local flexibility and influence of the CDRP is impaired. For example, central initiatives such as 'Operation Blunt' are implemented locally with limited local involvement of the CDRP.

Demands on local organisations which are in partnership or client/contractor relationships with a local authority can add costs to contracts. Contracts will specify reporting data that allow the commissioning organisation to monitor performance and outcomes locally. However, it is often necessary to add additional reporting requirements to allow the commissioning organisations to provide evidence to government departments, inspectorates or to meet specific national indicators.

4.3 Management of information and data

Theoretically Lewisham is required to report against 198 national performance indicators. In practice however, the Council reports against some 706 performance measures (a mix of national and local indicators and their sub-sections). This number includes some 88 indicators (the majority of which are in Children's Services) from previous national performance regimes that were supposedly abolished following the introduction of the new national indicator set in 2008.

23 Since renamed the Department for Education.

There is evidence across all of the policy areas explored during Total Place, that there is a significant requirement to produce performance data and management information that appear to be of limited use or purpose to those delivering the service.

While the use of data to inform strategic decision-making and to monitor performance is crucial, as is the ability to use that data to assess achievement of outcomes, much of the data collected to meet central government demands remains focused on activity and process and not on outcomes. Despite central government emphasis on the need to focus on outcomes and to produce evidence of outcomes, the focus in terms of current data collection requirements does not reflect this emphasis.

Two examples help to illustrate this point. Centrally prescribed grant-based targets from both NOMS and the National Treatment Agency (NTA) means that both the Probation Service and the Drug Interventions Programme (DIP) are required to meet a number of process-based targets such as the time taken to complete an Offender Assessment System (OASys) form and numbers attending drug treatments. Instead outcome-focused targets relating to reoffending and positive rehabilitation would be more appropriate. Moreover, the measurement of carbon dioxide output for the Council is reported both under NI185 and the new Carbon Reduction Commitment. While these measures both report CO₂ production they measure this in different ways. Other local agencies are also being asked to collect emissions data for which there is no common measurement criteria.

5. The challenge of reducing cost in a non-integrated system

Our local pilot of Total Place has demonstrated the complexity of trying to improve service while reducing costs.

It is fairly straightforward to change services to enhance their effectiveness – but crystallising how costs are to be reduced is very difficult. This is because service costs are distributed across agencies and the possibilities for changes in the design cost of services as well as the delivery cost differ according to the service concerned. There seem to be three different routes forward in lowering the overall cost to the taxpayer of public services:

- Smarter strategic coordination: the first route involves the active redesign of service boundaries (between the service user and the various service providers) so as to reduce the duplication of effort and costs across public agencies. In this approach, public agencies need to collaborate more effectively around service user needs. Common assessment practices and improved information sharing are examples of how this can work at operational level. Combined management and aligned (or pooled) budgets are examples of how this can work at a more strategic level. The danger of this approach is the drag of organisational inertia – where the difficulties of change loom larger than the needs of the service user and the taxpayer. This approach stresses the importance of internal collaboration within and across service providers.
- User directed change: the second route involves the more aggressive engagement of service users themselves in the direct purchase of services. In this approach change is exogenous to the public agencies concerned and occurs through a more emergent process of user choice. In this approach the danger is that the cost of transition will be higher as it will be very difficult for services to be decommissioned at a pace commensurate with the rate that service users choose alternate service providers. This

therefore requires very close management to ensure that the cost of traditional service provision is reduced.

- New innovative enterprises: this third route involves the creation of new service providers into the system. This route makes sense in two circumstances: first, when strategic coordination produces more complexity and does not seem to enable savings to sediment in any one agency; and second, when user-directed change appears to generate short to medium-term costs rather than savings. In this third route the role of these new providers (whether community sector enterprises, private companies or newly formed public agencies) is to disturb the current pattern of service provision and inject innovation into the system. These enterprises may benefit from a closer and more intimate focus on service user needs (using so called economies of penetration) or from more conventional economies of scale and standardisation. This third route is not any simpler than the other two but it may be one of the only ways to inject radical change into the system of service provision. This third route has been adopted by service commissioners (in both health and social care) when they wish to stimulate cost-effective service innovation in under-developed supply markets.

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