Portsmouth
CITY COUNCIL

NOTICE OF MEETING

SCRUTINY MANAGEMENT PANEL

MONDAY, 5 FEBRUARY 2024 AT 6.00 PM

COUNCIL CHAMBER - THE GUILDHALL, PORTSMOUTH

Telephone enquiries to James Harris on 023 9260 6065
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If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Membership

Councillor Cal Corkery (Chair)
Councillor Leo Madden (Vice-Chair)
Councillor Matthew Atkins
Councillor Peter Candlish
Councillor Lewis Gosling

Councillor Graham Heaney
Councillor Abdul Kadir
Councillor Emily Strudwick
Councillor Mary Vallely

Standing Deputies

Councillor Chris Attwell
Councillor Simon Bosher
Councillor Stuart Brown
Councillor George Fielding

Councillor Charlotte Gerada
Councillor Mark Jeffery
Councillor George Madgwick
Councillor Daniel Wemyss

(NB   This Agenda should be retained for future reference with the minutes of this meeting.)

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: www.portsmouth.gov.uk

A G E N D A

1   **Apologies for Absence**

2   **Declarations of Members' Interests**

3   Minutes of the meeting held on 14 September 2023 (Pages 5 - 6)

RECOMMENDED that the minutes of the meeting held on 14 September 2023 be confirmed and signed by the Chair as a correct record.

4   Updates on scrutiny recommendations upheld by Cabinet in 2023 (Pages 7 - 20)

The panel will receive updates on progress made in the respect of implementing the recommendations of the below reviews:

- Housing & Social Care Scrutiny Panel - Review of Provision of breaks / respite for carers (recommendations agreed by Cabinet on 27 June 2023); and

- Economic Development, Culture & Leisure Scrutiny Panel - Review of Engagement with Culture and Leisure (recommendations agreed by Cabinet on 27 June 2023)

Verbal updates will be provided by the relevant cabinet members, with the update on the Review of Engagement with Culture and Leisure supplemented by the attached written report.

5   Overview of Portsmouth City Council Budget and Council Tax 2024/25 and Medium Term Budget Forecast 2025/26 to 2027/28

(Information only Item)

An overview of the budget will be provided by Mr Chris Ward, s151 Officer.

An opportunity will be given to the panel to ask questions.

The panel may also put forward for consideration at Cabinet any collective comments.

Members are advised that the budget papers will be included in the agenda for the 6 February 2024 Cabinet meeting and are expected to be published on 29 January 2024 when they will be available to view on the Council's website via the following link:

Agenda for Cabinet on Tuesday, 6th February, 2024, 2.30 pm Portsmouth City Council

6   Review into the use of 'Systems Thinking' within Portsmouth City Council (Pages 21 - 58)

RECOMMENDED that the panel considers and approves the report from the Task & Finish Group and submits it to Cabinet for consideration.

Members of the public are permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting nor records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

Whilst every effort will be made to webcast this meeting, should technical or other difficulties occur, the meeting will continue without being webcast via the Council's website.

This meeting is webcast (videoed), viewable via the Council's YouTube account at: Portsmouth City Council - Democratic Services - YouTube

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SCRUTINY MANAGEMENT PANEL

Minutes of the meeting of the Scrutiny Management Panel held on Thursday, 14 September 2023 at 5.30 pm in the Executive Meeting Room, Portsmouth Guildhall.

Present

Councillor Cal Corkery (in the Chair)

Councillors   Leo Madden
Lewis Gosling
Graham Heaney
Abdul Kadir
Emily Strudwick
Mary Vallely

14.   Apologies for Absence (AI 1)

No apologies for absence had been received.

15.   Declarations of Members' Interests (AI 2)

There were no declarations of interest.

16.   Minutes of the meeting held on 26 July 2023 (AI 3)

The minutes of the meeting held on 26 July 2023 were confirmed and signed as an accurate record.

17.   Review of actions following the LGA Peer Review (AI 4)

Following a request made at the previous meeting, the panel received a report which provided an update on the actions following the corporate peer challenge that took place in October 2001.

In introducing the report, the Director of Corporate Services explained that good progress has been made and that the actions detailed now formed the 'business as usual' operation of the council.

During the discussion, members referenced the amber rating for the review of the constitution. The City Solicitor explained that the council had commissioned a third party to undertake this task and due to structural changes they had only completed one third of the work, namely the evidence gathering and subsequent review. The findings had however not been reported back to the council. Due to a lack of further contact from the third party it was suspected that the remainder of the work would need to be completed in-house by the council.

The importance of Equality and Diversity training was highlighted by a panel member, as it was felt that the undertaking of this would have gone some way

to mitigate the apparent feel of unease displayed by some members and officers at a recent vigil. In reply, the Director of Corporate Services confirmed that this training was available for all members and that whilst the Council had come a long way there remained work to do. To this end, a draft strategy would be considered by Cabinet in October 2023.

The panel asked how non Cabinet members were being engaged in respect of the first action ' Create more time and space for collective reflection and long-term planning for the future (members, senior officers and then jointly)'.

In reply, the Director of Corporate Services confirmed that there was a great focus on cross party working groups and cited the Local Plan and Civic offices Working Groups as examples.

Following the discussion it was RESOLVED that the update report be NOTED.

18. **Consideration and agreement of the draft scoping document for the scrutiny item 'The use of Systems Thinking within Portsmouth City Council' (AI 5)**

The panel discussed the draft Scoping Document for the review which had been previously circulated.

During the discussion the panel was advised that systems thinking had been in place at the council for many years, although it had evolved over time and it had proven useful where processes required reviewing. The work was undertaken by those services who requested it and to date the team had not come across any services where the methodology could not be applied.

As an amendment the panel agreed to add the word 'outcomes' to the second bullet under 'purpose of the enquiry' in the scoping document so that it reads:

- The methodology employed within PCC - to include an explanation of interventions, how they work and outcomes.

The panel agreed to progress the review via a task and finish group open to all members of the SMP. The review to conclude and the final report to be considered by the SMP in January 2024.

Following the discussion it was RESOLVED that the draft Scoping Document, as amended be agreed.

The meeting concluded at 6.15 pm.

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Councillor Cal Corkery
Chair

Official

Progress update on Economic Development Culture & Leisure Scrutiny panel

Engagement with culture and leisure - widening social participation in Portsmouth

January 2024

This report provides an update on the Economic Development Culture and Leisure (EDCL) Scrutiny Panel's recommendations arising from a review into the engagement with culture and leisure to widen social participation in Portsmouth.

Background

On 18 September 2019, Scrutiny Management Panel prioritised the topic *'Engagement with culture and leisure - widening social participation in Portsmouth*'. The review commenced with meetings on 20 January 2020 and 25 February 2020 but further meetings were put on hold due to the pandemic.

The review recommenced on 12 January 2023, with further meetings on 30 January, 9 February and 13 March 2023.

The Panel received wide ranging evidence from both internal and external stakeholders (full details included in the Cabinet report dated 27 June 2023[1]).

The Scrutiny Panel's recommendations were incorporated into a report dated 24 March 2023 (appended to the Cabinet report dated 27 June 2023).

The Scrutiny Panel made 17 recommendations, with further responses to additional points of relevance.

Progress to date

The following section highlights the key progress made for each recommendation as at January 2024.

	Recommendation	Update on progress
1.	Consider greater advertising of the Portsmouth Leisure Card.	As set out in the report of June 2023, the Leisure Card is advertised extensively across different services and partners without a marketing budget. To increase reach, during the course of 2023 (and into 2024) the card has been (and will continue to be) advertised via additional routes as follows: Education BookBags, Foster Carers Newsflash, HouseTalk and BH Live Sports Development Outreach team. In collaboration with BH Live the service have produced an A1 poster series for Leisure Card which is being advertised across the city. Going forward the service are looking at developing a newsletter with the support of the marketing team. Meetings have also been held with relevant stakeholders in key target areas of the city via providers of sheltered

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[1] Agenda for Cabinet on Tuesday, 27th June, 2023, 2.00 pm Portsmouth City Council

		housing, community centres and hubs together with City of Sanctuary and community leaders.
2.	Review and update the eligibility criteria.	The eligibility criteria is regularly reviewed with the Council's Tackling Poverty Officer to make sure it is up to date. It is not possible to expand eligibility without further funding to relevant affected services.
3.	Reviews the places the Leisure Card can be accepted with greater engagement with culture and leisure	This was actioned in Spring 2023 following extensive engagement with providers across the city. 10 new providers came on board. Since then, further engagement has led to an additional leisure provider joining the scheme. The review with potential providers is ongoing.
4.	Creates a webpage for listing Leisure Card participating partners.	This was already in existence prior to the review. Digital applications have also been available (in addition to paper applications) since 2022.
5.	Increases the number of Children We Care For and Foster Carers who are aware of and take up Leisure Card.	The service has reached out regularly to the Children We Care For team (including Fostering). Numbers for this cohort have risen over 200% since 2020, although from a small base. The service is also now advertising in Foster Carers Newsflash (see point 1) to increase this cohort.
6.	Reinstates the reports from the Audience Agency project to increase demographic knowledge on engagement with culture & leisure	Audience Agency working has moved on since the last of the detailed reports was undertaken and there is a considerable amount of audience data, specifically designed for cultural organisations and data reports available directly from Audience Agency which can then be tailored to organisational need. Detailed Audience Spectrum information, along with national cultural participation monitoring is regularly updated and free of charge. Nominal fees are charged for bespoke reports and other opportunities such as collaboration with their wide-ranging cultural networks.
7.	Congratulates the Kings Theatre on their work with different ethnic groups and dementia groups	The Kings Theatre continue to work with a wide range of different community groups in innovative ways seeking to make culture accessible. Most recent initiatives have included a new partnership with First Bus offering a special '5 for £5' on bus tickets for family groups attending the pantomime using a service which stretched from the north of the city right to the theatre's main entrance. The Kings Theatre Arts Academy are also currently encouraging community members for their new show choir 'Resonate' with auditions being held imminently.

8.	Congratulates the Groundlings Theatre for their work with the Detectives	In a similar way to the Kings Theatre, Groundlings have continued to develop and strengthen their community links with a particular focus on their immediate neighbourhoods in Portsea. Developing their youth theatre groups they have provided routes for performance both in their venue but also in collaboration with other cultural organisations such as Victorious Festival.
9.	Congratulates the Guildhall Trust on their work with schools	It is worth highlighting that work to transform the basement of Portsmouth Guildhall into an exciting, new creative space for young people and to redevelop the venue's main customer toilets began in October.

The £1.3million project will see the main basement area and associated rooms remodelled to provide an innovative space where young people aged 11-25 will be able to meet and explore their creative potential.

The welcoming and safe space, to be named The Base, will open in late Spring 2024 as one of the most unique and innovative creative facilities in the country, giving young people access to a band rehearsal room with backline equipment, a small studio with a DJ mixing space, a large AV suite with specialist software, a small performance space and a lounge/exhibition area.

Collaborating with schools, colleges and cultural partners from across the region, The Base will be a catalyst for creativity and collaboration, with specialist programmes and workshops delivered by some of the foremost practitioners in the sector to support young people in achieving their objectives.

Post pandemic it is widely reported that young people have become more disengaged and isolated with 1 in 4 suffering heightened anxiety and poor mental health. The Base will remove barriers to engagement and offer a nurturing environment for all, including students and young people from low-income families and under-represented groups.

Engaged in the project since its inception, young people have informed the design and facilities that The Base will offer, and now a larger Youth Advisory Panel is being established that will continue the development and creation of the space.

The majority of funding for the project is from Portsmouth City Council and Arts Council England. |
| 10. | Returns the price of the piano hire in Central Library to its previous price | This was not recommended following the presentation of the 'Library and Archive Service Charges' report to Culture, Leisure and Economic Development Committee 17/03/23 in which increases were 'agreed and |

		implemented from 1st April 2023, in order to ensure full cost recovery of these services'.
11.	Congratulates the Library Service for the removal of fees and fines	Portsmouth was one of the first library authorities to remove fines for late return of books in 2018. For many years previously, no fines and reservation fees had been charged to children but adults were still subject to fines and reservation charges for items on loan to other customers or on the shelves at other libraries in the city. The cost of administering fines was outweighing the income generated from fines and the process of penalising customers was increasingly becoming a negative experience for customers and staff and another barrier to library usage as those customers, often on low incomes and facing a large fines bill, were unlikely to return. Following the pandemic an increasing number of library authorities have gone 'fines free'.
12.	Keeps all library buildings open to the public as they are an essential space	Residents of Portsmouth continue to enjoy access to a comprehensive library offer across the city. They are essential community hubs and a key provider of low or no cost activities for people of all ages, backgrounds and cultures. The cost of living crisis has furthermore made libraries a key venue in the 'Warm Spaces' campaign. No one is more than a twenty-minute walk from one of nine branch libraries.
13.	Repairs the moving floor of the Mountbatten Swimming Pool which is a key feature for accessibility	As previously reported officers can confirm that access to the pool is currently not impacted despite the moveable floor not being operational, it is fixed at a depth that allows a comprehensive swimming programme to be delivered including activities such as learn to swim, school swimming, aqua aerobics, family swimming and general casual use together with a competition standard 25 m pool which can be used by competent swimmers and local clubs. Although the moveable floor is not currently operational a solution has been found to allow the boom to move in isolation so also allowing 50m galas and training to be hosted. Officers can also confirm that the pool is fully accessible for the disabled with specialist changing facilities and hoists allowing access. In addition in the last couple of years access into the pool has also been improved with the installation of some new steps with a gradual gradient that allow those with mobility issues to enter the pool.

		As part of required lifecycle maintenance requirements the pool will need to be refurbished in approximately 3 years' time in 2027 and it is intended that at that point options be considered on the provision and installation of a moveable floor if required, until then the pool remains fully accessible.
14.	Supports the mobile library service	Locations furthest from our 9 branch libraries are served by a mobile library. By the end of March 2024, there will be two electric 'tuk tuks', supplied with funding from Arts Council England. These will be able to promote library services in school playgrounds, local parks, the seafront and local high streets.
15.	Considers the installation of new facilities in the north & north-west of the city	Whilst no specific new facilities have been installed in the north and north-west of the city since this report was published a range of projects have been hosted in this geographical area of the city. Following on from the very successful We Shine in November 2022 with hubs in both Hilsea and Paulsgrove further activity, such as the Live at the Bandstand on Tour programme and a new youth theatre initiative by Chichester Festival Theatre have been devised for this area of the city.
16.	Creates a cultural network	The funding of Portsmouth Creates is primarily to support and further develop cultural networks right across the city and into the sub-region. Our funding recently resulted in a successful bid by Portsmouth Creates to Arts Council England leveraging in £650,000 over three years. This Place Partnership funding, along with core funding from the founding partners including PCC will drive an ambitious programme to drive growth, develop talent and improve inclusivity in the cultural sector. Further iterations of the successful We Shine event are planned for 2024 and 2026 with a literature focus to their work for 2025.
17.	Welcomes the creation of the Museums Trail. Recommends it is extended to other cultural premises	The Tourism Team completed the Old Portsmouth Kids Guide along with a new Millennium Trail Guide to complement the updated panels along the walk. Both are available at Information Points in the city.
18.	Access, health and wellbeing as provided by Museums Service	Many volunteer roles are referrals from the HIVE to support people back into work and benefit their mental health. Changing places toilets are being installed at Portsmouth Museum in February, audio guides have been recently updated at D-Day Story.
19.	Outreach activity provided by Museums Service	The service is reaching out to communities in the North of the city through a programme of pop-up museums. The first one will open in February in Cosham Library. The

		"Finding their voice" project engaged dozens of young people across the city.
20.	Volunteering offer by Museums Service	The Museum Service offers a range of volunteering opportunities in collections/ research/ public engagement/ front of house roles. There are 80 active volunteers currently. Recently the team of LCT7074 volunteers won the prestigious Marsh Volunteers for museum learning Award (British Museum).
21.	Contribution of Conan Doyle collection to widening access to culture	We are continuing to work with Conan Doyle 'Detective' volunteers to deliver community based interactions that allow access and publicise and utilise the Conan Doyle Collection to local and international audiences.
22.	Contribution of Arts Council England project towards access to culture & leisure	The ACE funded Volunteer Futures project has been developed to improve the retention and sustainability of volunteers engaging with PCC Cultural Services internally and externally. The project aims to support individuals with additional support needs who may face barriers to volunteering such as asylum seekers and refugees, the homeless, and those with disabilities (both physical and learning), learning difficulties, and other groups. Overall, the project seeks to improve the accessibility and diversity of volunteering. At the time of writing, 557 volunteers have been engaged and supported (the original project target was 500).
23.	Contribution of seafront to health and wellbeing	The seafront continues to support many different users and we encourage as much use of this shared public space as possible. Recent new initiatives have included hosting the European Kite foiling Championships which had an extensive education programme encouraging young people to excitingly engage with the seafront in a safe environment. We continue to support a seasonal service by the RNLI to encourage sea swimming and continue to have a designated swim area marked off by buoys. We have worked with partners to accommodate other regular activities as the coastal defence works have moved to different areas and activities such as Park Run have been able to continue with minimal disruption.
24.	Contribution of Libraries Service to access to culture and leisure	The Library and Archive Service makes a significant impact on access by providing regular opportunities for people of all backgrounds, abilities and cultures to take part in leisure and cultural activities. Many of these are provided free of charge to the customer or at very low cost and at a range of easily accessible venues. As well as providing books, eBooks and eAudio books to customers, libraries provide access to online newspapers, magazines, free music downloads and streaming. For those that cannot get online at home, libraries provide free internet access and informal IT learning opportunities. Many

		activities are provided throughout the year that encourage participation in culture and creativity, including the annual literary festival, BookFest, which takes place in Feb/Mar for children and adults; the Summer Reading Challenge; regular rhymetimes and storytimes for babies, toddlers and young children and school holiday activities for families. There are many adult reading groups supported by libraries and other informal activities such as board games and social groups take place in the venues. The library outreach team oversees the books at home service to residents who cannot easily get to libraries and there is a comprehensive offer to children and adults with vision impairments.
25.	BH Live Sports Development programme contribution to access to leisure, health & wellbeing	In 2023 BH Live provided a Social Value benefit to Portsmouth of in the region of £7m compared to £6.4m the year before. The social value calculation gives insight to the value in community savings generated across four key areas; Health Care, Education, Wellbeing and Crime. Some of the highlights delivered by the BH Live team during 2023 include: • Working with the PCC Wellbeing Team to provide membership to their Healthy Weight programmes across the city. At the end of the year there were approximately 50 participants with half taking up a two month fitness membership offer. • They had total of 401 members sign-up to their GP Referral Schemes in 2023, with 310 current active members. • BH Live completed a grand total of 1917 exercise referral appointments throughout the year across all of their schemes. These appointments consist of initial assessments, programmes, exercise sessions, mid and final appointments. • BH Live deliver a number of additional programmes including: • Stroke Referral Scheme – a maintenance programme for those who have suffered a stroke. The scheme delivers gym sessions, Stroke swim and seated chair classes. • Cardiac Rehabilitation Phase 4 – BH Live run 2 maintenance classes for those who have suffered a cardiac event and are wanting to improve their fitness. They also provide gym programmes for those who want to progress. • COPD (Chronic Disruptive Pulmonary Disease) Maintenance classes – BH Live currently run 2 classes at the Mountbatten Centre and 2 classes at the Pyramids Centre for COPD members. • Parkinson's Sessions – BH Live currently run a 2hr supervised gym session weekly, an aqua/swim

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session and a tailored circuit class all aimed at those with Parkinson's Disease.
- Cancer Pre-hab – BH Live are working with Southampton Hospital to deliver pre-habilitation for those that are to undergo major surgery and are needing to gain a higher level of fitness to increase the chance of success.

Female
- BH Live was engaged in supporting the development of a series of women and girls' seminars to improve health and build confidence, with a role out planned for 2024.
- A female only gym session has been planned to build on the female only swim offer at Charter Community Sports Centre.
- Opportunities have been identified that map to national initiatives as well as feedback to local community engagement. Safe space running for females utilising the track, and baby sling fit class are current opportunities.

Low Income
- Further push of the PCC leisure card is having a positive impact and identifying more opportunities to promote through stakeholder relationships both internally & externally.
- Promotion of the leisure card across BH Live sites as well as supporting the promotion across the city has seen a rise in the number of users across BH Live sites.

Minority groups
- Partnering with PCC social care who have care responsibilities for unaccompanied minors (asylum seekers) to engage in gym, swim, and active opportunities.
- Specific HAF delivery in partnership with City of Sanctuary saw BH Live build on early engagement of how they further support those seeking asylum in Portsmouth.
- Partnering with local faith group Oasis of Love to support engagement for their members to engage in active lifestyle activity. This includes a youth programme of 6 weeks over the summer holidays to finish with a family sports festival at the Mountbatten Centre.

Disability
- A partnership is ongoing with Cliffdale Primary School and Redwood School for pupils to access BH live venues to deliver on opportunities to be more active through sport as well as through play at Exploria. The Pyramids party rooms can be used as an ideal set of classrooms and then also give young people more access to Exploria soft play.

- Creative Advances delivery was a huge success and subject to finding further funding BH Live hopes to continue to engage this organisation in supporting more adults with disabilities.
- Following community engagement BH Live have been asked to deliver some after school style activity to support young people with Special needs.
- BH Live maintain a comprehensive and all-encompassing disability tennis programme which is considered one of the most inclusive in the region. Their commitment to inclusivity is evident through their extensive offerings, including 2 weekly Headway sessions for those recovering from head injuries, a weekly Downs Syndrome Active session and partnerships with Harbour School for children with special needs. BH Live have a close collaboration with Hampshire & IOW disability and the LTA.
- Level Water continue to part fund 1-2-1 swimming lessons for children with physical disabilities, they currently have 12 swimmers per week accessing lessons at Mountbatten through this scheme and have integrated 3 disabled swimmers into their regular classes.

Over 50's
- 'TOFF' (The Over Fifty Fives) delivery has a good mix of activity, the membership continues to grow and BH Live have a good relationship with the group. They have now moved to Wimbledon Park.
- A Nordic walking / fitness instructor is now in place and trained which is a huge positive to deliver an often-requested activity across the city.
- Walking Netball and Walking Football are still popular and happen on Monday morning and evening respectively.

Interaction (Program for the Recovering Mentally Ill)
- There are currently approximately 200 members on the scheme with an average monthly attendance at sessions of in the region of 280 which is a noticeable increase from the previous year. 88 members are actively taking part in at least 1 session per week.
- Portsmouth Interaction provide activities in the community and the BH Live centres to bridge the gap between the hospitals and their scheme. This links into the referral scheme and has paved way for the St James project in which they deliver exercise on the wards.

Tennis
- BH Live are proud to report a growth of over 10% in the player numbers for the year 2023 with approximately 300 currently on a development course.

- BH Live's partnership with Mayfield School remains strong as they utilize the tennis facilities for curricular activities 2-3 days every week. During the summer term, BH Live delivered a 10-week training program in collaboration with Corpus Christi working with all year groups. Additionally, in early October, they hosted a school's roadshow offering FREE tennis sessions to 10 local schools for 5 consecutive days.
- In September 2023, with spaces at Portsmouth Tennis Centre limited they decided to expand their programme further and created a small tennis programme at Charter Community Sports Centre. This programme operates on Monday and Friday evenings.

Gymnastics

- Record number of pre-school gymnasts accessing gymnastics classes, the Portsmouth Gymnastics Centre had nearly 400 per week prior to the 2023 summer holidays. The programme now offers 18 classes per week with the addition of gym play this year which helps boosts under 5's membership.
- All classes are full within the recreational programme, with alert lists and with the addition of RISE gymnastics award scheme meaning a clear and fun progression to retain members and link with British Gymnastics.
- A big change within the programme happened last year with the addition of an advanced squad which bridges the gap between recreational and performance level gymnastics.
- The Portsmouth Gymnastics Centre was used for 8 large events & competitions in 2023 and over 15 British Gymnastics Courses were run.
- The BH Live adult gymnastics squad attended the British Adult Championships in August, the team were incredibly successful winning 21 British medals across women's, men's, trampoline, tumbling and Acrobatics gymnastics! This incredible result has inspired more adults to try gymnastics and adult classes are growing and are as popular as ever.

Swimming

- There are currently in the region of 2100 on the learn to swim programme at the Mountbatten Centre and 230 at Charter Community Sports Centre. In particular BH Live saw a 21% increase in swimmers continuing to Stage 7 and beyond. Swim Fit classes for those who wish to keep swimming but don't want to join a club have been introduced to the programme to keep young people in aquatic activity for longer.
- On average 20 schools attend weekly lessons each term with an average of 930 pupils per week.

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		• BH Live have also begun supporting Charter Academy introduce swimming as a GCSE PE option for pupils.
	Sports & leisure infrastructure	The sports and Leisure infrastructure in Portsmouth is provided by a range of organisations – PCC, UoP, MOD, schools, colleges, community centres and private providers. In line with the council's adopted Sports Facility Strategy officers are pursuing the development of the city's facilities on two fronts: • <u>Replacement of Eastney Swimming Pool with a new facility at Bransbury Park</u>. This project is progressing, and the next milestone will be a planning application in early 2024. The principal contractor has been appointed and they will assume design responsibility from April 2024. Construction is scheduled to start later in the year. The facility is due to open in early 2026. This will also include a new GP surgery to replace an existing nearby facility. • <u>Increasing availability of existing sports and leisure facilities</u>. Officers are in dialogue with other public sector providers in the city (ie UoP, schools, MOD). In particular two schools in central Portsmouth have large sports facilities that are not well-used by the community. Officers are supporting these schools to open up their facilities to greater community use – expected mid to late 2024. The council's sports and leisure service operates its sports and leisure facilities via a contract with a non-profit organisation BH Live. Officers commissioned a review of the service by two leading leisure consultants. Their conclusion was that the service provided by BH Live was good. Officers are working with BH Live to develop some of the areas for improvement identified by the reports. The contract with BH Live expires in Feb 2027. Officers are engaging with consultants to develop options for the service beyond this date. The most likely outcomes will be contract extension or re-procurement, although other options are not ruled out at this stage (formation of a local trust, LATCo, in-house).
26.	Community centres contribution to health & wellbeing (Housing)	The housing managed community centres support the delivery of a range of activities and well-being initiatives. Recent new additions to the activity programme have included karate in Somerstown, football in Paulsgrove, a new dance session at Charles Dickens and an LDD provision at Cosham. We will seek to develop our offer and are actively involved in Place Shaping activity in Paulsgrove led by PCCs Public

		Health and Corporate Services team and continue to engage with residents to understand what they would like to see locally. This recent engagement has led to the community centre working with the library service to sell library books that are no longer issued, which is proving popular. We continue to work closely with partner agencies in each locality to promote to residents what is available to them in their communities.
27.	Community centres contribution to health & wellbeing (Culture & Leisure)	The nine community centres in Culture continue to provide broad and balanced programmes aimed at all ages and at reasonable costs. The centres able to do so participated in the Warm Spaces initiative last winter and this continues. The most recent user survey reports will be available shortly, following which the findings will be discussed with the committees of trustees. These findings, together with the outcomes of the annual SLA monitoring process, inform their future development of activities and services. All centres are promoting the Leisure Card, having paper application forms available for those unable to apply online.
28.	Contribution of events towards access to culture, leisure & wellbeing	The events team continue to organise a range of free to access annual large-scale events including the International Kite Festival, Live at the Bandstand programme of music events, Armed Forces Day and the City's Fireworks display. The annual events programme remains very popular with residents providing a wide range of events to suit a variety of tastes and preferences. Attendance figures continued to remain high in 2023. The Bandstand on Tour events worked well in 2023 and it is planned to continue with this in 2024 utilising Victoria Park and KGV playing field. The events team continue to encourage and support a wide range of community organised events and accommodate as many as our open spaces allow. The seafront spaces are already fully booked from June to September in 2024. The team fully supports national initiatives and provides opportunities for communities to come together to celebrate or commemorate. The King's Coronation was marked in 2023 with a programme of street parties and community lunch events across the city. In 2024 we will work with partners and organisations to stage a programme of events to mark the 80th anniversary of the D-Day.

- Official -

Next steps

We will continue to deliver the recommendations set out by the EDCL Scrutiny panel together with our work programmes.

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Portsmouth
CITY COUNCIL

SCRUTINY MANAGEMENT PANEL

Review into the use of 'Systems Thinking' within Portsmouth City Council

Date published:

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

This review set out to develop a deeper understanding of the Systems Thinking method for reviewing the management and operation of public services as currently employed by Portsmouth City Council. As part of that review the panel met with a range of senior council officers, staff from services which have previously been reviewed and professionals from partner organisations with experience of using the Systems Thinking method utilised by the council.

On behalf of the Scrutiny Management Panel I would like to thank all those who participated in this review and supported us as elected members to get a better insight into Systems Thinking and its use by the local authority to drive forward progress and innovation in local public services.

During the review we heard a number of impressive examples of how Systems Thinking had been used to improve the services provided by the council, ensuring they are high quality, responsive and efficient. The reviews we learned about have undoubtedly resulted in better public services in our city.

As part of the review, we identified a number of recommendations for considering how the Systems Thinking method and implementation can be further developed, ensuring the model empowers staff and service users to help shape public services.

I am pleased to commend this report to the Cabinet and ask they give it due consideration as part of the political leadership they provide this local authority.

Councillor Cal Corkery
Chair, Scrutiny Management Panel

Date: 17 January 2024

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Appendices

Aims of the Review

The aims of the scrutiny were for the panel to be informed of and to review:

- the current approach to the use of systems thinking in Portsmouth City Council;
- The methodology employed within PCC - to include an explanation of interventions, how they work and outcomes;
- How and why interventions are currently commissioned; and
- Potential future applications.

Recommendations

Recommend that Cabinet:

i. **Recognises and thanks the Systems Development Service for the outcomes of their work, which has resulted in significant improvements to the customer experience and the efficiency of the services that they have assisted;**

ii. **Recognises and thanks the Systems Development Service for the outcomes of their work with partner agencies, which has resulted in similar improvements to the customer experience and the efficiency of the services that they have assisted;**

iii. **Recognises that engaging with staff is an embedded part of the Systems Thinking methodology. However, it is requested that the methodology is reviewed with a view to identifying and implementing any further opportunities that may exist to further bolster or enhance this engagement and involvement;**

iv. **Recognises that the perspective of service users is considered as part of the current Systems Thinking methodology. However, it is requested that consideration be given to how service users could be more actively involved in the process where appropriate; and**

v. **Invites Cabinet Members to ensure Systems Thinking reviews be considered as an option where appropriate should it be identified that a process could be improved.**

Background

The topic for the review and a draft scoping document was considered and agreed by the Scrutiny Management Panel on 14 September 2023.

It was understood that the systems thinking methodology had been widely used in some parts of PCC to review and redesign services.

The panel agreed that the review be completed via a Task & Finish Group, with a draft report to be presented at a formal meeting of the panel in late January or early February 2024.

The Task and Finish Group met three times on:

23 November 2023 - An introduction to Systems Thinking at PCC
(Presentation at Appendix 2)

The Task & Finish Group learnt about the Systems Thinking methodology at PCC, how it operated and the role of the Systems Development Service.

List of witnesses/contributors

- James Hill- Director of Housing, Neighbourhoods & Building Services
- David Adams - Lead Interventionist
- Eddie Stray - Lead Interventionist
- Jim Lines - Lead Interventionist
- Warren Norville - Interventionist

Members present

- Cllr Cal Corkey
- Cllr Graham Heaney

4 December 2023 - Practical Examples of the use of method at PCC
Presentations at Appendices 3 and 4

The Task and Finish Group received three case study presentations from senior leaders who had commissioned a systems thinking intervention which demonstrated how the approach worked in practice.

List of witnesses/contributors

- David Adams - Lead Interventionist
- Jim Lines - Lead Interventionist
- Colette Hill - Assistant Director (Neighbourhoods) PCC
- Kaylee Mowatt - Team Manager Community Independence Service (PCC)
- Clare Scholfield - Clinical Director of Sexual and Reproductive Health, Solent NHS Trust

Members present

- Cllr Cal Corkey
- Cllr Graham Heaney
- Cllr Abdul Kadir
- Cllr Emily Strudwick

4 January 2024 - Consolidation of the information received and forming of recommendations.

The group met to consider the draft report, evaluate the information received during the review and ask further questions of officers to enable it to form conclusions and recommendations.

List of witnesses/contributors

- James Hill- Director of Housing, Neighbourhoods & Building Services
- David Adams - Lead Interventionist
- Jim Lines - Lead Interventionist

Members present

- Cllr Cal Corkey
- Cllr Graham Heaney

The wider context

Systems Thinking is a philosophy and academic discipline aimed at helping us to understand the world around us. It encourages us to understand 'wholes' rather than parts, and to acknowledge how the relationships between different parts of the system create the outcomes that we see.

Systems Thinking is applied to a wide range of systems. Examples of its application include environmental science and ecology; manufacturing, notably in Japan since the 1950s; and in public sector services around the UK and beyond.

When applied to how we think about the design and management of work, Systems Thinking offers a different way of understanding the problems we face; often in a way that contrasts with the assumptions of conventional management thinking.

In the UK public sector, it has been applied by a significant number of local authorities, in parts of the NHS, and in the police. Central Government has published detailed guidance for civil servants on the use of Systems Thinking in their work.

Because Systems Thinking as a discipline is so broad and varied, there is no consistent approach nationally, either in terms of the methods used or their applicability to given scenarios.

The local picture

There have been numerous attempts to codify the philosophy of Systems Thinking and the insights it offers into a methodology for change. The approach used at PCC, for example, is a variant of the 'Vanguard Method' for Systems Thinking.

The 'Vanguard Method' was developed in the 1980s and 1990s as a practical means to apply Systems Thinking in service organisations. PCC has used this approach since c2004 in a range of its services.

PCC Housing first used the Vanguard consultancy in c2005. At that time, the work concentrated primarily on Local Authority Housing. A number of interventions followed and this approach was adopted by the service as its key business improvement approach.

Over time, PCC has been able to internally grow its own capacity to do this work, thereby negating the need to use Vanguard and in 2015 set up the Systems Development Service.

The council currently has a small team of internal staff who support this work - the Systems Development Service, which sits within the Housing, Neighbourhood, and Building Services (HNB) Directorate but is available as a PCC-wide resource and also can work with commissioned services and PCC partners.

Evidence and Conclusions

The current approach to the use of systems thinking in Portsmouth City Council.

The approach used by PCC since 2004 is a variant of the 'Vanguard Method' for Systems Thinking as detailed above in 'the local picture' section.

For several years now, the resources of the Systems Development Service have been deployed both within PCC and in partner organisations on a demand-led basis. This means that there is no overall 'programme' of work to be completed. Instead, leaders of service systems approach the Director of Housing, Neighbourhoods and Building Services or a team member to commission support.

It was understood by the Task and Finish Group that there was a misconception that some more junior officers viewed the process as a top-down management tool. The service did not believe that this view was widely held and explained that the process was very much the opposite of top-down change. In fact, in some instances, it had been managers who had been more resistive, as the process challenged much of the thinking that characterises conventional management, and, as a corollary, service-design and measurement choices.

The Task and Finish Group learnt that the service had never been offered commercially, although there was an unwritten agreement that any requests for assistance from organisations with close links to the council would be considered on their own merits. On previous occasions a day rate had been charged.

In terms of how applicable the Systems Thinking model was, it was often said that the methodology did not work for all services or processes. However, with some slightly different approaches the model could be, and had been, adapted to a variety of service areas.

An example of this breadth is illustrated below:

- Local Authority Housing Repairs
- Sensory Impairment Service (assistance for those with sight and hearing loss)
- Residents' and businesses' planning applications
- Food, warmth & hygiene grant scheme for Covid-affected residents
- IT Service Desk
- Recovery Hub (substance-misuse service)
- Anti-Social Behaviour
- Community Independence Service (occupational therapy-led rehab)
- Green & Clean
- Sexual Health Service

How and why interventions are currently commissioned.

Interventions were requested for a number of reasons, although most commonly when there was a belief that an existing process was no longer believed to be fit for purpose or could be improved upon. This was the case with the sexual health service and the Green & Clean team case studies. The task and finish group also considered a case study in respect of the Community Independence Service (CIS) which was a new service that had been designed from the outset with input from one of the council's Lead Interventionists.

Green & Clean Team

The Green and Clean systems work started with a intervention in the cleaning service following consistent complaints about the quality of the cleaning service. The work moved naturally to cover other aspects of estate services including the grounds maintenance services and a single purpose led service - Green and Clean emerged.

Community Independence Service

This service was introduced in 2018 and was an occupational therapy-led service, with a stated purpose from the service users' perspective of 'help me to be independent and do the things that matter to me'.

This new service was developed from the outset with assistance from the Systems Development Service using Systems Thinking methodology.

Sexual Health Service

One of the drivers for completing this intervention was to improve access to the service. The scope of this intervention included contraception advice and provision, STI diagnosis and treatment, and reducing onwards transmission

Following the success of an intervention in the PCC-commissioned Recovery Hub (substance misuse service), the PCC commissioner agreed with her peers from the three other Local Authorities to commission a similar intervention in the Sexual Health Service.

The Sexual Health Service managed 314 patients' needs during the redesign experiment.

Resulting changes included:

- Maximising quality of first contact;
- Meeting patients' needs at first point of contact when clinically appropriate;
- When appointments were necessary, absorbing variation in when patients wanted to be seen; and
- Instead of a standard 'one size fits all' 30-minute appointment with a nurse, the length of time deemed appropriate was booked with the appropriate member of staff. For example, 10 minutes with a healthcare assistant, or 45 mins with a consultant doctor etc.

The effectiveness of the methodology employed within PCC

Engagement during reviews

In terms of employee engagement during a review, the interventionist would liaise with the senior leader to ensure that employee representations were representative. However, as the service under review was studied from point of customer demand to completion, the work carried out by numerous staff members in varying roles was observed 'live' and discussed with them first hand. This was a standard element of the 'Check' phase.

The Task and Finish Group discussed in detail the importance of all staff feeling engaged in any service review and emphasised the need for communication channels which ensured that they felt listened to and that their views were fully taken into account.

In respect of service user involvement, it was explained that the heart of the process involved viewing the service from the customer's perspective, including the 'failure demands' they placed on the service (demands arising from a failure to do something, or failure do something *right* for the customer). These demands reveal a lot, both implicitly and explicitly, about what matters to a customer. Service users were asked questions and feedback was sought from them to inform the review.

Service user feedback was also sought on proposed changes. Previous experience had demonstrated that a lot of people did not know what changes would be most effective at the outset of the intervention and often the most effective changes had been different to those suggested by officers and service users at the outset.

The Task and Finish Group learned that to date, service user involvement as part of Systems Thinking service reviews had largely taken the form of council officers or other professionals trying to understand the service provided from the perspective of

the service user. The Task and Finish Group discussed how service users could be more actively involved in reviews themselves.

The context of the co-production agenda within Health and Social Care was discussed and it was noted there were potential methodological contradictions between co-production and Systems Thinking as currently implemented by the local authority. It was suggested such possible tensions could be overcome through the inclusion of service users within the intervention review teams.

The Task and Finish Group learnt about end results in respect of the case studies scrutinised:

Green & Clean Team

This intervention realised many benefits and embedded a culture of continuous improvement. Decision making about work that was required was put in the hands of those on site undertaking the work. For example, a schedule which involved cleaning floors that were already clean but not a door that was dirty no longer existed. Instead, an allocated time was given and elements that needed to be cleaned would be.

Some key improvements included:

- The removal of a fixed schedule and specifications, which resulted in areas that were already clean not being cleaned again;

- The creation of dedicated manager and supervisor teams;

- A new database to track the work, which helps to understand the work and associated issues along with leaseholder and other services cost recovery;

- Investment in equipment, infrastructure and materials;

- Gardening work was more predictable and had established rounds. Measures in hands of the gardeners/supervisors to determine whether to start again or how long they could be allocated to another task;

- Resources were allocated where and when needed and the flexibility existed to change where needed, eg a weekend round;

- Bulky refuse - the intervention improved the efficiency of the reporting and collection of bulky waste in housing areas. The average time of collection went from over two days to around four hours; and

- Introduced steps for investigation and changed the reporting protocol. As a consequence bulky waste was reduced by 40%.

Cultural improvements:

- A more supported workforce and the introduction of regular time spent with staff;

- Fewer disciplinary cases;

- The identification of barriers to doing the work well. Managers focus on these areas in order to act upon them;

- An engaged workforce that feels empowered to raise issues and devise solutions. This drives work related changes and managers have oversight of any barriers and links to other issues; and

- A service-wide issues log is maintained.

Community Independence Service

In 2021 the Care Quality Commission awarded the Community Independence Service an 'outstanding' rating.

Several practitioners had joined the Community Independence Service from other local authorities and NHS services. A common theme had been comments about the sense of liberation they felt compared with their roles in other occupational therapy services.

The performance at PCC can be seen in the graph below, derived from a case study. This illustrates that a client of Adult Social Care's had been in regular contact with the directorate's services over many years. After 12 months' support from CIS in 2019/'20, however, the client no longer contacted the directorate's services because he had finally achieved the independent-living outcomes that he had long desired. This helped illustrate the cost-saving impact on the wider health and care system.
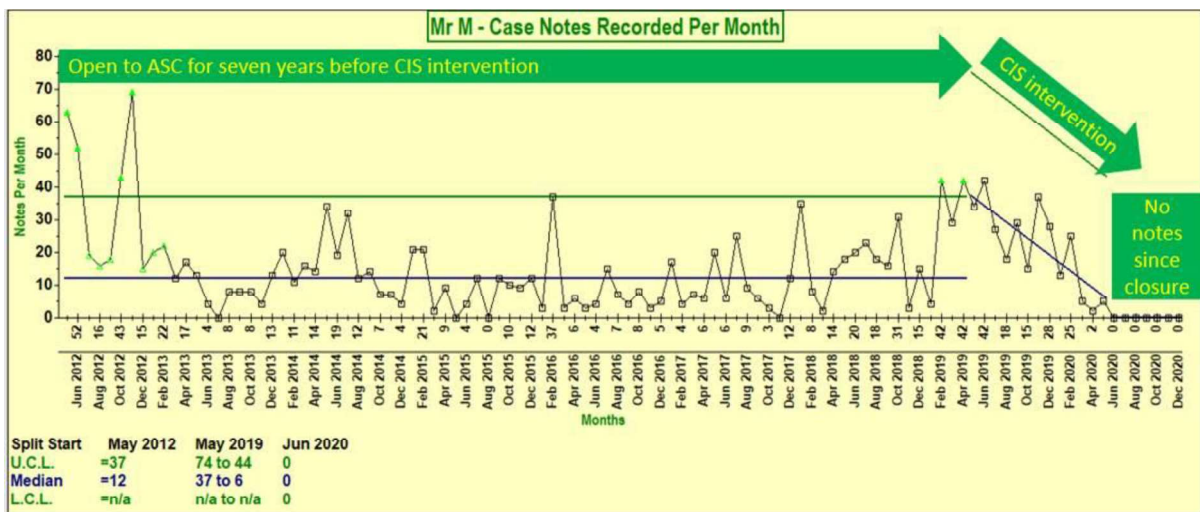
Contrasts in the operation between a typical Adult Social Care Rehabilitation Services and PCC's CIS service are summarised below:

Typical ASC rehab service	Contrast in systems	CIS
Focus on rehab for older residents	Service-user scope	Support any impaired adult to become more independent
Focus on mobility and personal care	Scope of service delivery	All independent-living skills
Form-filling; fragmented	Means of referral	Explorative conversation between referrer and CIS; integrated
Administrator	First point of contact	An Occupational Therapist
Standard six weeks' rehab	Delivery of rehab/enablement	Work with service user for as long as required to meet outcomes, applying PLAN
Functional silo	Role in health-and-care system	Recognising preventative impact on other services' demand and costs
Refer on to social work service to assess need and arrange care	Relationship with domiciliary care services	Arrange care as required, recognising role as best resource to do so, reducing fragmentation
Standard national metrics, based on arbitrary timeframes	Measures	Derived from purpose; means of analysis is common- and special-cause variation
Paperwork-heavy	Bureaucracy	Minimal

Sexual Health Service

Key outcomes of the service redesign were:

- Much lower end-to-end cost of the service;
- Patients are booked with the right clinician first time;
- Identifying clinical and social indicators at point of demand that would have previously been missed;
- Significant unsolicited positive feedback from patients;
- Radical changes in thinking of senior leaders;
- 1,000 fewer failure demands per month from Portsmouth patients;
- 3,000 fewer failure demands per month from patients across the area that the service covers;
- Calls per week from unique patients had risen by 20%;
- There had been a statistically significant reduction in DNA rate;
- 80% of patients have clinical value added at first point of contact, compared with the previous system;
- About 20% of demand is satisfied at first point of contact, saving many a clinical appointment;
- Doctors report that their clinic slots are now filled with appropriate patients; and
- Clinicians have reported fewer 'abandoned' appointments, as planned treatments are clinically appropriate.

The success of these changes had resulted in Southampton, the New Forest, and Aldershot's demand joining the new model from the beginning of November 2023.

The Task and Finish Group wished to place on record its thanks to those who had taken the time to share their experiences and success using the council's Systems Development Service.

The Task and Finish group was impressed by the outcomes detailed, which had delivered significant improvements in service and improvements to the customer experience.

Recommendations:

That Cabinet:

   i.   **Recognises and thanks the Systems Development Service for the outcomes of their work, which has resulted in significant improvements to the customer experience and the efficiency of the services that they have assisted;**

   ii. **Recognises and thanks the Systems Development Service for the outcomes of their work with partner agencies, which has resulted in similar improvements to the customer experience and the efficiency of the services that they have assisted; and**

   iii. **Recognises that engaging with staff is an embedded part of the Systems Thinking methodology. However, it is requested that the methodology is reviewed with a view to identifying and implementing any further opportunities that may exist to further bolster or enhance this engagement and involvement.**

   iv. **Recognises that the perspective of service users is considered as part of the current Systems Thinking methodology. However, it is requested that consideration be given to how service users could be more actively involved in the process where appropriate.**

<u>Potential future applications</u>

The Task & Finish Group noted that the Systems Thinking methodology used by the Systems Development Service could either be utilised in its standard form or tailored where necessary and adapted to work successfully with a wide range of different services and processes.

At the same time, the Task and Finish Group noted the method may not be best suited for all circumstances and it was important that services retained flexibility when it comes to dealing with their own situations.

With this in mind, and the successes achieved, the Task & Finish Group was keen that the Systems Development Service be considered as an option should processes need reviewing.

Recommendation:

   v.   **That Cabinet invites Cabinet Members to ensure Systems Thinking reviews be considered as an option where appropriate should it be identified that a process could be improved.**

Integrated Impact Assessment

An Integrated Impact Assessment is not required in respect of this report and its recommendations, as no new policies or services are proposed.

Budget and policy implications of the recommendations

The following table highlights the budgetary and policy implications of the recommendations being presented by the panel:

	Recommendation	Action By	Budget & Policy Framework	Resource Implications
1	**Recognises and thanks the Systems Development Service for the outcomes of their work, which has resulted in significant improvements to the customer experience and the efficiency of the services that they have assisted.**	Cabinet	N/A	N/A
2	**Recognises and thanks the Systems Development Service for the outcomes of their work with partner agencies, which has resulted in similar improvements to the customer experience and the efficiency of the services that they have assisted.**	Cabinet	N/A	N/A
3	**Recognises that engaging with staff is an embedded part of the Systems Thinking methodology. However, it is requested that the methodology is reviewed with a view to identifying and implementing any further opportunities that may exist to further bolster or enhance this engagement and involvement.**	Systems Development Service	N/A	None identified
4	**Recognises that the perspective of service users is considered as part of the current Systems Thinking methodology. However, it is requested that consideration be given to how service users could be**	Systems Development Service	N/A	None identified.

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	Recommendation	Action By	Budget & Policy Framework	Resource Implications
	more actively involved in the process where appropriate.			
5	**Invites Cabinet Members to ensure Systems Thinking reviews be considered as an option where appropriate should it be identified that a process could be improved.**	Cabinet Members and Directors, as appropriate and based upon need.	N/A	The Systems Development Service is an established team within the council that is free to be commissioned by any service area. Workloads and scheduling of interventions are managed within the team.

APPENDIX 1

<u>Portsmouth City Council Scrutiny Scoping Document</u>

Scrutiny Panel	Scrutiny Management Panel
Topic	The use of 'Systems Thinking' within Portsmouth City Council.
Purpose of enquiry inc. potential outcomes. (The remit to be clear and concise as this statement forms the backbone of the enquiry)	To be informed of and to review: - An overview of the current approach to the use of systems thinking in Portsmouth City Council; - The methodology employed within PCC - to include an explanation of interventions how they work and outcomes; - How and why interventions are currently commissioned; and, - Potential future applications.
Reason for enquiry	It is understood that the systems thinking methodology has been widely used in some parts of PCC to review and redesign services and therefore this enquiry will explore in what contexts it is most applicable and how we are utilising our existing capacity.
Enquiry format	Task & Finish Group
Corporate Priority linked to	'We will improve lives'
Relevant Cabinet Member(s)	Leader and all Cabinet Members.
Relevant officers	James Hill Director of HNB, System Development Service representatives - Eddie Stray & David Adams
Consultees & stakeholders	Services which have been through the systems thinking process and where appropriate partner organisations.
Target Completion Date	January 2024

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Slide 1

Scrutiny Management Panel
Systems Thinking - Session 1

November 2023

Slide 2

Purpose of this session

To begin to work through the agreed scope of this Task and Finish Group, which is:

- An overview of the current approach to the use of systems thinking in Portsmouth City Council;
- The methodology employed within PCC - to include an explanation of interventions and how they work;
- How and why interventions are currently commissioned; and,
- Potential future applications

Slide 3

Reason for this enquiry

As a reminder, the stated reason for this enquiry, as per the agreed scope, is:

"It is understood that the systems thinking methodology has been widely used in some parts of PCC to review and redesign services and therefore this enquiry will explore in what contexts it is most applicable and how we are utilising our existing capacity."

Slide 4

Meeting Schedule

It is anticipated that this Task & Finish Group will run for three meetings, as follows:

1) An introduction to systems thinking at PCC (this session);
2) Practical examples of the use of the method at PCC; and,
3) Further develop issues arising from sessions above, and/or prepare conclusions.

Slide 5

What is systems thinking?

Systems thinking is a philosophy and academic discipline aimed at helping us to understand the world around us. It encourages us to understand 'wholes' rather than parts, and to acknowledge how the relationships between different parts of the system create the outcomes that we see.

Systems thinking is widely used in environmental science and ecology, in industry (particularly in Japan), and in public sector services around the world.

Slide 6

A brief explanation of systems thinking

When applied to how we think about the design and management of work, **Systems thinking** offers a different way of understanding the problems we face; often in a way that contrasts with the assumptions of conventional management thinking.

In the UK public sector, it has been applied by a significant number of local authorities, in parts of the NHS, and in the police. Central government has published detailed guidance for civil servants on the use of systems thinking in their work.

Because systems thinking as a discipline is so broad and varied, there is no consistent approach nationally, either in terms of the methods used or their applicability to given scenarios.

A brief explanation of systems thinking

There have been numerous attempts to codify the philosophy of systems thinking and the insights it offers into a methodology for change. The approach we use at PCC, for example, is a variant of the **Vanguard Method for Systems Thinking**.

VANGUARD

The Vanguard Method was developed in the 1980s and '90s as a practical means to apply systems thinking in service organisations. PCC has used this approach since c2004 in a range of its services.

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Vanguard and then SDS

PCC Housing first used the Vanguard consultancy in c2005. At that time, the work concentrated primarily on Local Authority Housing. A number of interventions followed, and this approach was adopted by the service as its key business improvement approach.

Over time, PCC has been able to internally grow its own capacity to do this work, and so has not used Vanguard since 2017.

We now have a small team of internal staff who support this work - the Systems Development Service, which sits within the Housing, Neighbourhood, and Building Services (HNB) Directorate.

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Deployment of SDS

For several years now, the resources of the SDS team have been deployed both within PCC and in partner organisations on a **demand-led** basis. This means that there is no overall 'programme' of work to be completed. Instead, leaders of service systems approach the Director of HNB or a team member to commission support.

Subject to availability, a member of the SDS team will meet with the service in question, and if appropriate will carry out **scoping**. A scoping process simply enables us to take an initial look at a system and consider whether it is suitable for the application of method.

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The intervention model
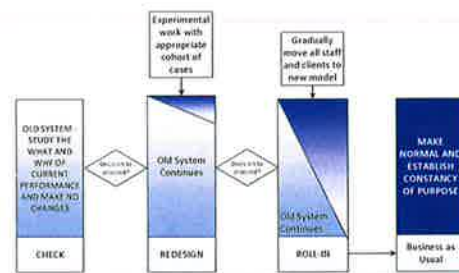
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The Portsmouth Model for 'Check'

All interventions start with **'Check'** - a detailed study of the system. The reason for this is the importance of gaining knowledge before making any changes, in order to avoid unintended consequences and to identify where there might be **leverage points** for improvement.

Check seeks to answer two deceptively simple questions:

1) What's happening in this system?

2) Why is that happening?

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The intervention model

Our principal approach to applying systems thinking within service systems is the use of an **'intervention'** model.

This approach requires a small team, drawn from leaders and staff in the system under review. It will vary in scale and duration to suit the size and complexity of the system we're trying to understand.

The intervention approach aims to improve outcomes, but equally importantly, to also equip leaders and staff with learning to enable them to improve the system continuously in the future.

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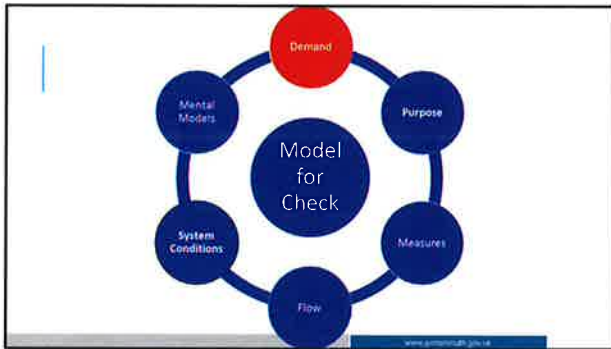
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Studying Demand

Most interventions begin with developing a thorough understanding of **customer demand**. This is completed by a combination of live observation and data gathering from service recording systems, if available and reliable.

Demands are recorded verbatim, in the customer's voice as far as practicable.

They are then categorised into high level types - what do customers predictably contact the service for?

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Two types of demand

Regardless of the type of service, we're always interested in studying and understanding the prevalence in a system of two over-arching demand categories:

Value Demand - Demand we want, what we're here for.

Failure Demand - Demand that arises from a failure to do something; or, a failure to do something right, for the customer.

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Understanding Failure Demand

Failure Demand exists in almost all service systems.

Failure demands are typically second or subsequent demands placed by customers when they haven't received the response they wanted to a **Value Demand**.

In public services, by far the most common type of failure demand is **progress chasing.**

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Examples of failure demand

The types of failure demand that we encounter are service specific, but there are themes that are common:

• When am I going to get help?

• You came and repaired x, but it still isn't working

• I don't understand the letter you sent me

• The product you've provided is the wrong size/wrong colour/has a defect

• Your letter says you'll visit/I'll visit you on this date but that doesn't work for me

The common feature in all of these cases is that the service has failed to meet the customer requirement at the first time of asking.

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Failure demand as a feedback loop

When a service receives a lot of failure demands, the task of responding erodes capacity and further weakens the service's ability to deal with value demand.

This is a common dynamic in services under pressure - failure demand exacerbates the situation, and creates additional impacts on staff morale, retention, etc.

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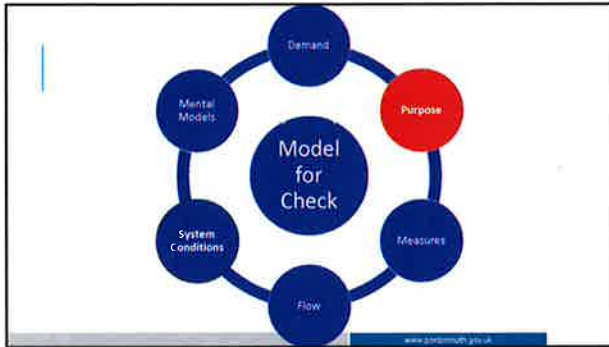
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Defining Purpose

Having understood demand, we can begin to think about the **purpose** of a system from the customer's point of view. What, collectively, are customers asking of this system.

Intervention teams are guided through an exercise to define a purpose statement based on their understanding of customer demand.

Sight & Hearing Loss Service: Enhance my safety, independence, and wellbeing.

Sexual Health Service: Help me to enjoy healthy, worry-free sex.

Local Authority Housing - (Anti-Social Behaviour) : To help stop / help me manage behaviour that affects me or my local area

Private Sector Housing (Disabled adaptations) : Help me adapt my home when I need it, to stay in my home safely, improve my independence and quality of life

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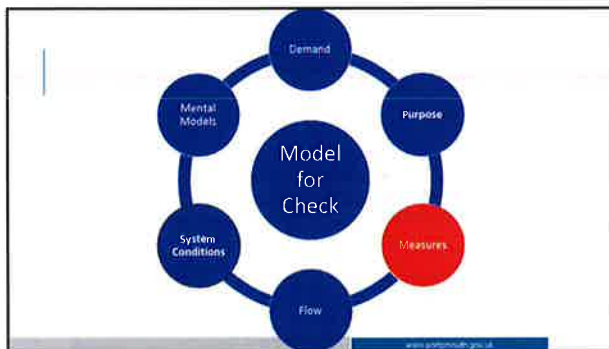
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Measures/Capability of Response

When trying to understand **measures**, we're interested in two things:

1) What can the existing system of measurement tell us about the performance of the system?

2) How capable is the current system in achieving purpose?

In most interventions, bespoke measures are sourced to enable us to answer (2).

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Five tests of measurement

All measures of a service or system should:

1) Help us to understand and improve;

2) Be derived from the work, accurate, and complete;

3) Demonstrate capability and variation over time;

4) Be available to staff so that they can participate in improvement; and,

5) Be used by leaders to actively improve the performance of the system.

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What do we find?

•Some services are subject to **national reporting requirements**, which often mean that the capacity to gather, analyse, and report on performance is consumed measuring things that are defined as important elsewhere.

•**Targets** are common. At best they provide no knowledge; more often they distort the system.

•**Crude means of analysis**: RAG ratings and binary comparison are common.

•Some services operate without *any* operational measures.

•It is common that data being used is related to workload (counting things) and budget position with little data (sometimes none) that make visible effectiveness, efficiency, customer outcomes, or where opportunities for improvement may lie

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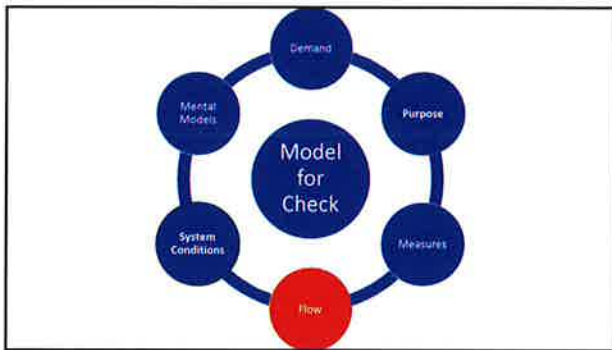
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Outside-in perspective

When mapping **flow**, we try to enable leaders and staff to see their system from the customer's point of view.

Intervention teams have already identified where and how demands hit the system. Now we ask them to follow what happens as the service responds.

How much work is required of the staff responding to demand?

Can they complete the work themselves?

Are their delays or breaks in the process flow?

How much of the work is delivering **purpose**?

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Categorising Value vs Waste

In our approach to 'Check', we use this categorisation, applied to every process step, independently of each other.

Value Work = Directly delivers purpose

Type 1 Waste = Can be directly removed

Type 2 Waste = Designed in, so must be designed out

Type 3 Waste = A product of the law, regulations, or contracts

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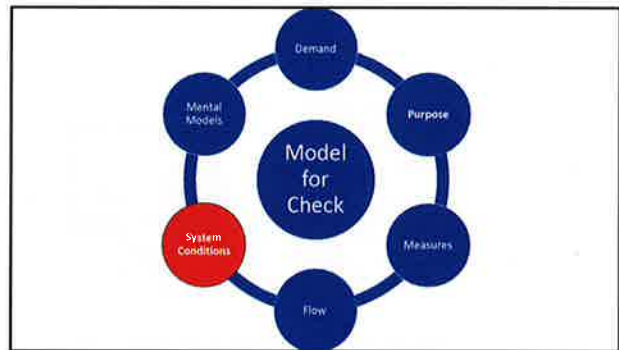
28

System Conditions

System conditions are, quite literally, the conditions under which work happens.

They reflect the policy context, the operating environment, and crucially, the choices made by leaders about the design and management of work.

This can relate to:
•Process design
•Service structure, including staffing roles and numbers
•Budget
•Priorities and performance management

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Beginning to answer 'why?'

Having understood how and why customers place demand with the system, and the workflows that are triggered in response, identifying system conditions enables us to begin to identify *why* the work looks like it does.

So, for example...

The work may start and stop repeatedly, because of **fragmentation**.

The service offered to customers may not meet their particular needs because of **standardisation**.

Staff may have to fill in redundant fields on a form due to **process design**, or perhaps the choices of **IT software** that we've made.

30

Fragmentation

Fragmentation can refer to the division of labour - workflows having a series of built-in hand-offs, or to the completion of work being intermittent or stop-start over time.

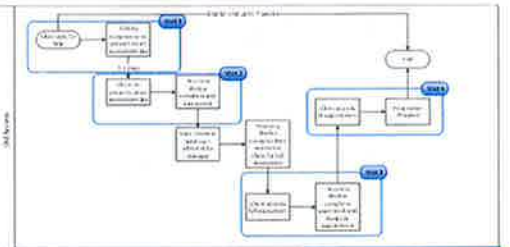The former creates the conditions for miscommunication and delay.

The latter creates the conditions for progress-chasing failure demand.

31

Fragmentation - Recovery Hub

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Targets

Targets are a very common management tool in public and private organisations. Often used in order to enforce standard operating procedures/ways of working.

In a systems view of the world, targets too often create a *de facto purpose* of hitting the numerical target, rather than doing the job properly. The work therefore ends up being distorted.
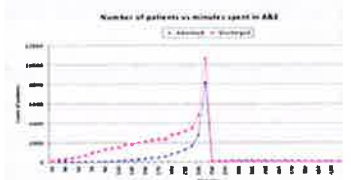
33

Unintended consequences...

In some systems, targets can become so dominant that they shape the service response to customer demand.

Before the pandemic, this graph had a similar shape for most A&E departments in the country.

34

Targets

Call handling targets are very common in all sectors. They are an attempt by managers to standardise the duration of customer contact and save time/money.

I'm a DWP call handler and have no time to care about your disability claim
Anonymous

When you cry down the phone I feel like crying too, but if I speak to you for longer than 23 minutes and go off-script I risk losing my job

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Standardisation

Feature: The Sexual Health Service provided standard 30-minute appts with a nurse. These were booked by the front end with minimal clinical enquiry.

Outcomes:

- Significant minority of appts were clinically inappropriate, resulting in abandoned appointments;
- The length of time booked was only ever right by accident; and,
- A significant minority of appts *should* have been booked instead with a doctor, meaning a second appt was necessary, increasing opportunity for unwanted pregnancy or disease transmission; and,
- A minority of appts could have been managed by a (much cheaper) healthcare assistant.

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Functional Specialisation

Feature: Certain tasks were functionally specialised, such as nurses having to sign-off on vasectomy results returned from the lab where there was no clinical interpretation required (a binary result: there was either spermatozoa present in the post-op semen sample or not!).
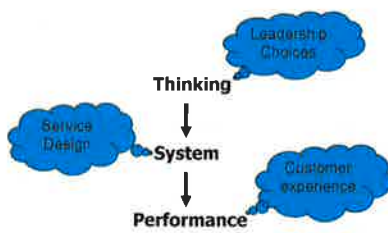
Outcomes:

- Flow of work broken up;
- Expensive nursing capacity wasted; and,
- Implicit mistrust in administrators' competence.

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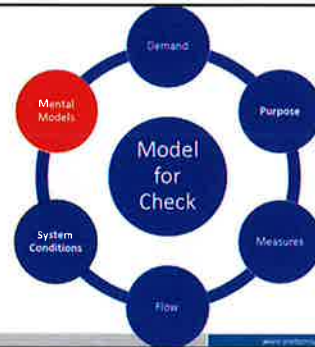
38

Thinking/Mental Models

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The Thinking Contrast

| Conventional Management Thinking		Systems Thinking
Top Down	Perspective	Outside-in
Functional Specialism/Taylorism	Design	Demand, value, and flow – variation theory
Separated from work	Decision-making	Integrated with work
Budget, output, activity targets, standards, etc	Measures	Related to purpose, capability, variation
Extrinsic (carrot and stick)	Motivation	Intrinsic
Control	Ethos	Learning
Projects, plans, best practice	Change	Emergent, based on learning
Make the numbers and manage the people	Role of Management	Act on the system
Contractual	Attitude to Customers	What matters?
Contractual	Attitude to Suppliers	Partnership and co-operation

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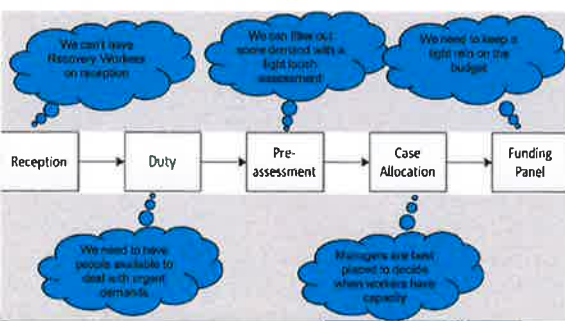
41

The End of Check

At the end of all 'Check' phases, the findings are presented in detail to the sponsor(s) of the work, who are then given a binary choice:

Leave the system as it is

Or

Initiate a redesign

42

The intervention model
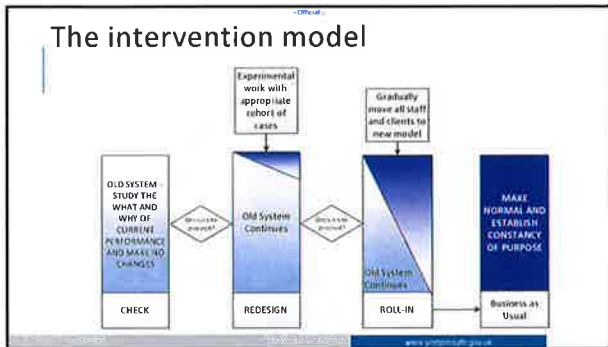
43

Beginning a Redesign

Most of the time, a Redesign follows relatively quickly after the completion of Check, and uses the same team of staff, which is important as the group will have learned an enormous amount from Check and hopefully have had some normative learning experiences.

Occasionally, there are practical barriers to beginning a Redesign immediately; for example if the learning from Check showed that a particular system condition needed to be addressed before a Redesign could begin, then this might cause a delay.

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Typical Change vs Redesign

Typical change   Redesign
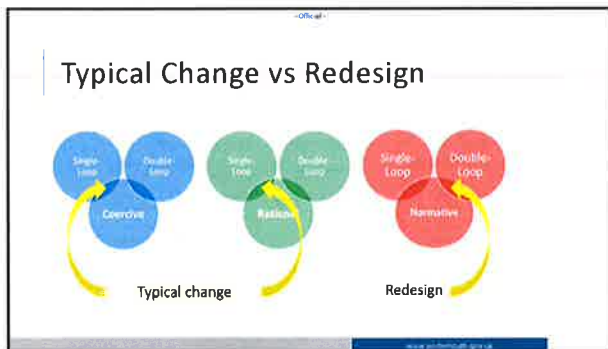
45

Benefits of a normative approach

• Involves members of the change system in working out programme of change

• Recognises the importance of values, attitudes, and relationships

• Reduces influence of power dynamic and encourages collaboration between management and staff

• Enables deeper investigation of assumptions and decision-making

• Builds capacity for further beneficial change

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Basis of Redesign

In most environments, we will have learned from 'Check' what the causes of sub-optimisation in the system are. This will enable the team to develop one or more hypotheses as to where the leverage for improvement might lie.

• Action-based learning in a controlled environment

• Small scale team receive live demand and respond by trying to achieve 'perfect flow'.

• Work designed around 'value steps', using rules and principles

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Principles of Redesign

1) Customer Sets the nominal value

2) Only do the value work

3) Work flows 100% clean

4) Single piece flow

5) Pull not push

6) Best resource at the front end

7) Decisions based on facts and data

8) Measures relate to purpose

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Completing the work

Most redesigns will involve the sponsor of the work agreeing to suspend or alter certain processes, policies, or ways of working for the sample of demand being dealt with by the team, to create the space for experimentation.

Once the team have established how they intend to work, they then take demands, one at a time initially, to begin to learn whether they can overcome the obstacles and issues identified in Check.

Learning is logged throughout, and a temporary set of measures will typically be put in place to track performance. Redesign is complete when either we cease to learn anything new, and/or we have assembled sufficient quantitative and qualitative evidence to establish how near to 'perfect' we can get.

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The end of Redesign

As with the end of Check, findings from Redesign are presented to the sponsor of the work, and again they have a binary choice:

Scale up and normalise the changes (ie begin the roll-in phase)

Or

Leave the system as it is?

50

Examples of Redesign

We'll now talk about a few examples of the changes introduced via redesign, ranging from small process tweaks to wholesale system change...

51

Improved flow between ASC's sensory service & HNB's technician service

Old system

- Some Sensory assessments require an installation by a technician such as an electrician.
- Demand was placed by the Sensory Service on the technician service by filling out a form, enabling an audit trail.
- Outcomes: anything up to 48 days was statistically normal, though some cases were 100+ days; technician service often failed to make contact with the client first time; progress-chasing failure demand was common; in- and out-group relationship between the two services.

New system

- Sensory Assessor called technician service during the assessment, enabling three-way conversation, in which client-directed time and date for assessment was selected.
- UCL of 48 days reduced to 10; every installation on time and date agreed with client.
- Progress-chasing failure demand eliminated.
- Better relations between the two services.
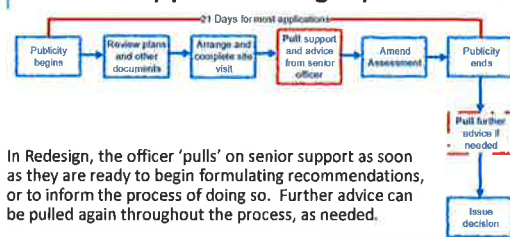
52

Senior Sign-off – Planning System

In the old system, officers submitted completed reports to senior officers for consideration, most of the time after publicity had expired. This adds an average of nine days to the overall end-to-end time for applications
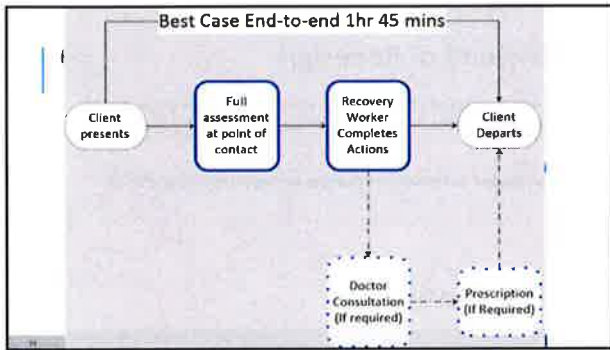
53

Senior Support - Using a pull model

In Redesign, the officer 'pulls' on senior support as soon as they are ready to begin formulating recommendations, or to inform the process of doing so. Further advice can be pulled again throughout the process, as needed.

54

55

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Appendix 3

Hampshire & Isle of Wight
Sexual Health Service

Background

The service is commissioned by Portsmouth, Southampton, Hampshire and IoW councils, serving a population of 1.5m.

PCC has a systems thinking consultancy, trained by Vanguard, which intervenes in services the council delivers and commissions.

One of the drivers for completing an intervention was to improve access to the service

The scope of this intervention has been contraception advice and provision, STI diagnosis and treatment, and reducing onwards transmission.

Following the success of an intervention in the PCC-commissioned Recovery Hub (substance misuse service), our PCC commissioner agreed with her peers from the three other LAs to commission a similar intervention in the Sexual Health Service.

Check

The purpose of the Vanguard Model for Check is to study the service as a system, revealing current performance from the patients' perspective and how that performance can be traced back to the leaders' thinking.

Key learning points:

- Extremely high frequency of 'failure demand' received each day, consuming a vast amount of resource.

- The end-to-end service was profoundly fragmented. Our front end was physically, managerially, and culturally separate from the rest of the service. Many clinicians didn't even know where the front end was located.

- The (non-clinical) front end was a false economy, inflating end-to-end cost of service as a result of various unintended consequences, such as booking inappropriate appointments, or booking with the 'wrong' clinician.

- A long list of, commissioner-set targets distracted us from our true purpose.

- Targets and standardisation restricted the system from absorbing variation in patients' needs and circumstances.

- Live observation revealed a lot of waste.

- The thinking of leaders and commissioners was grounded in conventional command-and-control management.

3

Redesign

We managed 314 patients' needs during the Redesign experiment.

I was deeply immersed, managing more than 50 of the patients myself. Other key contributors included our commissioner Hannah, another member of the SLT, two nurses and a doctor.

Changes included:
- Maximising quality of first contact;
- Meeting patients' needs at first point of contact when clinically appropriate;
- When appts were necessary, absorbing variation in *when* patients wanted to be seen;
- Instead of a standard 30 mins with a nurse, booking the length of time deemed appropriate, and with the right member of staff (e.g. 10 mins with a healthcare assistant, or 45 mins with a consultant doctor).

Outcomes included:
- Much lower end-to-end cost of service;
- Statistically significant reduction in DNA rate;
- Patients booked with the right clinician *first time*;
- Identifying clinical and social indicators at point of demand that would have previously been missed;
- Lots of unsolicited positive feedback from patients; and,
- Radical changes in the leaders' thinking.

4

Roll-in

Began in late January with demand from patients in the Winchester, Eastleigh, Andover, and Basingstoke areas.

Portsmouth and SE Hants' demand followed in early June.

Each clinician receives a personalised, one-to-one induction, ensuring that quality is built in from the start.

The IoW's demand joined the new model in mid-May.

Targets and the associated RAG bureaucracy have been removed, replaced by a suite of richly informative measures.

I have been heavily involved in delivering staff inductions and leading Roll-in.

Southampton, the New Forest, and Aldershot's demand has joined the new model at the beginning of November.

5

Some of the Roll-in outcomes...

1,000 fewer failure demands per month from Portsmouth patients

3,000 fewer failure demands per month from patients across our whole geography

Calls per week from *unique* patients has risen by **20%**

Statistically significant reduction in DNA rate

80% of patients have clinical value added at **first point of contact**, compared with the old system

About 20% of demand is satisfied at first point of contact, saving many clinic appointments

Doctors report that their clinic slots are now filled with **appropriate patients**

Clinicians have reported **fewer 'abandoned' appointments**, as planned treatments are clinically appropriate

6

Feedback

I love the new system when I'm in clinic – it's really helpful to know exactly what the patient needs and that I've got the right length of appointment to do everything in time.
SHS Nurse

We haven't had a single complaint about PrEP access come through for Solent for months!
THT

Appointment was made easily using the call back option. Nurse was so helpful and I was able to book an appointment easily to suit me
Portsmouth resident

It's great to be able to meet patients' needs on the phone– I've managed three patients already today with TBP and advice. They would have been booked into appointments they didn't really need in the old system.
SHS Nurse

"Patients booked in consultants' clinics are more appropriate [than those booked in the previous system]."

Consultant Doctor

7

Feedback

"It brings a sense of comfort knowing that the patient is getting quality care and advice from the first moment they contact the service, and that quality is being implemented at every point of contact."

Nurse

"Patients are surprised that we try to accommodate their needs and very thankful... we no longer see the amount of angry and frustrated patients that we used to."

Receptionist

"Patients and staff are much happier... I have had brilliant feedback from both... you know exactly what they [patients] are coming in for so you can tailor your consultation accordingly... patients are much better prepared when they arrive."

Locality Lead

I can't believe I'm seeing the same nurse I spoke to on the phone! That's amazing!
WEA resident

8

Director's Closing Words

- Systems thinking now defines how I think – from measures to motivation to the design of the service.

- I recognise that changes we used to make were single-loop, rooted in conventional Western management thinking.

- I now see the importance of understanding the end-to-end system from the patients' perspective. Without this end-to-end, outside-in perspective you cannot understand the true cost of the service.

- I have learned a lot about the importance of *normative* change, rather than rational. This has only been possible because I've been immersed in the learning. This isn't something you can delegate.

- What we've experienced during the scaling-up of the new model has highlighted the importance of investing the time to get the staff individually trained on a personalised basis, building-in quality rather than relying later down the line on 'inspection'.

- Good measures of variation mean my management team and I now *know* what's happening, *as* it happens.

- We now have the tools to embed a culture of continuous improvement, and plan to sequentially intervene in other services within the sexual health service line.

9

10

Appendix 4

Estate Services

Continuous improvement

1

Background

- Green and Clean – intervention 2007 – roll in completed in 2009
- 2008 moved from part in house/part contracted out to fully in house provision – includes some specialist cleaning – high level window cleaning
- 2012 – Bulky refuse collection in house
- 2013 – Public Conveniences in house
- 2014 – bin cleaning contract ended – service in house
- 2016 – Clean City intervention – covered Estate Services
- 2019 – Central resource team established
- 2022 – G&C and Estate Services co managed by Estate operations Manager

2

G&C intervention - outcomes

- Removal of schedule and specifications – no more cleaning clean
- One job at a time
- Creation of <u>dedicated manager and supervisor teams</u>
- New database to track the work – helps understand the work, issues and leaseholder and other services cost recovery
- Investment in equipment, infrastructure and materials
- Intro of 'in the work' time

3

Green and Clean

- 2007 purpose – To keep the local area clean and tidy

- 2016 updated purpose – To help keep the City safe, clean and tidy and provide advice and support when needed

4

Continuous Improvement - Measures

- Cleaning - used to predict the work – with validation, ensures we get to blocks frequently enough – can respond to pulls too – and we analyse that to help us understand frequency required
- Gardening work – more predictable and have established stable rounds – measures in hands of the gardeners/supervisors to determine whether to start again or how long they could be allocated to another task
- Resourcing - allows us to allocate resources where and when needed and to make changes where needed eg weekend round

5

Continuous Improvement – bulky refuse

- The intervention improved the efficiency of the reporting and collection of bulky waste in Housing areas – average time of collection went from over 2 days to around 4 hours.
- Tonnage reduced slightly as bulk attracts bulk
- Post intervention – in the work time followed the flow from report to collection and established there wasn't a coherent approach to the investigation part of the work
- Introduced steps for investigation and changed reporting protocol and bulky waste reduced by 40%

6

Continuous improvement – system conditions

- Keys/access issues
- Equipment - what do we need? Link to other issues – H&S, efficiency, environment - eg Imop, HAVs
- Vehicles – links to efficiency and environment
- Water supply – removing unnecessary trips to collect water
- Materials – from 37 products to 6 core products – made choice simpler for staff (plant based, work with cold water and reusable microfiber equipment)
- Management team – brought together management of G&C and EWs as services are interlinked and share purpose

7

In the work - a culture change

- Introduced regular time spent with staff
- Identifying barriers to doing the work well – managers focus on these areas in order to act upon them
- Engaged workforce – empowered to raise issues and come up with solutions
- Drives work related changes – managers will see barriers and link to other issues
- More supported workforce
- Less disciplinary issues
- Service wide issues log

8