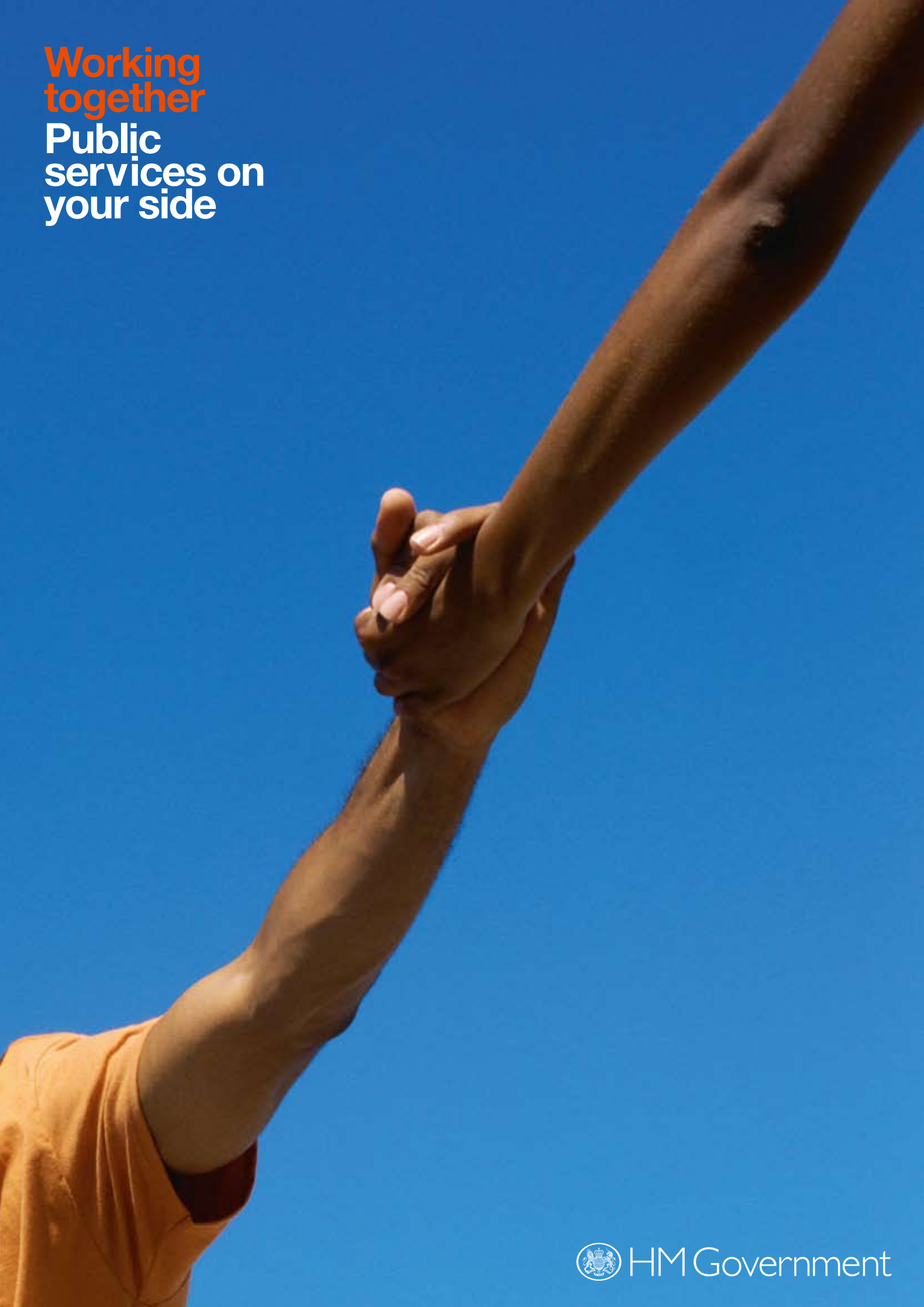


**Working  
together**  
**Public  
services on  
your side**



This paper covers public service delivery by the UK Government. Many aspects of public service policy delivery are devolved in Northern Ireland, Scotland and Wales. It is the benefit of devolution that the Devolved Administrations can tailor their policies and thus deliver public services to meet the specific needs of their countries. We will work closely with the Devolved Administrations to continue our common aim of further strengthening public services, whilst recognising the particular and varying responsibilities across the different parts of the United Kingdom.

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# Contents

Foreword	3
1 Public Services on Your Side	7
2 Better Health and Care	19
3 Excellence for all our Children	29
4 Active Welfare and High Skills	39
5 Policing and Justice: Putting Communities First	47
6 Empowering Local Communities	57
7 Strategic government	65
Annex: Selected milestones	79



## Foreword

Times of profound change are often the catalyst for fundamental revaluations in how we think and act.

The present financial crisis is changing the way governments serve the public: forcing us to reflect anew on the role of the state in a truly global age.

Each generation has had to reconfigure the relationship between government, market, community and individual. For the last century the debate has been about where the scope of one ends and the domain of the next begins; assuming always that if there were to be more markets there would be less state and if there were to be more state there would be less market. So for years the debate raged between nationalisation and privatisation; between regulation and deregulation; between those who said a private sector working inefficiently was better than a public sector working well and vice versa.

In 1997 we started to change the terms of the debate, arguing that the battle for territory between state and market was sterile, that we could build public and private partnerships that worked together for the common good. Our insight then was that we could harness the dynamism and enterprise of markets in the service of public needs. We believed – and still do – that enterprise and social justice could go hand in hand.

But it has become ever clearer that the settlement of 1997 is now inadequate for the challenges we face. Twelve years on, we have seen the biggest global financial market failure in history. But while financial markets need more supervision, government must also transfer more power to parents, pupils and patients. Both state and market must be underpinned by the ethics of opportunity and responsibility, and thus the question is not whether markets tame government or vice versa: the question is how we tame both with an ethic of fairness and duty.

What matters is not big or small government, but whether it values opportunity, responsibility from all, and fairness for all. That is why renewed and reformed public services are the key to strong communities and a more socially mobile society.

What follows are two challenges: how do we ensure that the teachers, doctors and nurses who deliver public services can respond in new and innovative ways to the diverse personal needs of those they serve?

And how can we ensure that the quality, sense of personal touch, and responsiveness that exists in the best of public and private sector practices is available to all users of public services?

### **Our principles for reform are clear.**

We will put people first by placing power in the hands of those who use our public services. This will mean personalised services and greater choice – with personal budgets helping people choose the specific care they most need, education and training tailored to the needs of individuals, police services that respond to local priorities set in monthly neighbourhood beat meetings rather than national targets.

Underpinning all this will be an information revolution to enable parents, patients and citizens to share information and experiences on the performance of schools, hospitals and police forces. For I believe government has been much too slow to make use of the enormous democratising power of information. People take it for granted that they will access other people's reviews and ratings before buying something on eBay or Amazon, and yet we do not yet have systematic access to other people's experiences when choosing a GP practice or nursery. We have clearly got the balance wrong when online businesses have higher standards of transparency than the public services we pay for and support.

In this instance, knowledge is power. When we give people knowledge about their public services, we give them power over them; power to shape and even transform them. We are ushering in a new world of accountability in which parents, patients and local communities shape the services they receive, ensuring all our public services respond not simply to the hand of government, but to the voice of local people.

We will recruit the brightest and best into our public services – for instance, with a new fast track teacher training scheme, taking six months instead of a year to bring career switchers into the teaching profession. And we will grasp the opportunity to put teachers, doctors, nurses and the police back at the heart of our public service mission, by providing them with new opportunities to run services in return for the greater accountability and responsiveness that we seek. The police will have less red tape, good schools will have even more autonomy, and the Commission we are establishing today to look at the future of nursing and midwifery will ensure that all our plans for the future of the NHS reflect the voice of our front-line staff. Moving from good to great public services can only be achieved by Whitehall letting go and empowering staff to shape local provision to meet local needs and priorities.

### **Service by service what does this all mean?**

- We will make sure that GPs are available when you want them – with 75 per cent of GPs' surgeries open in the evening, early morning or at weekends – and we will introduce new NHS services with 1 million people getting a free health check-up;
- We will give parents additional support with childcare with 3,000 Children's Centres offering support to 2.4 million families;
- We will offer 140 thousand pupils one-to-one catch-up tuition in English and maths in the next school year;
- We will create greater choice and innovation by offering as many as 25 new Foundation Trust hospitals and 80 more Academies in 2009 alone; and
- We will reduce the fear of crime with neighbourhood policing in every community.

At the same time, reform of the state itself has become more urgent. As the reach of government has increased in some areas, so in others its role has become less important, opening up space to sell off assets. In this new era, hard questions must therefore be asked about the nature of government.

This is our ambition for world class public services in the years ahead. To fulfil it we must recognise that, as the challenges we face as a country change, so must the role of government. But on one principle I will never yield. The state has an inescapable responsibility to promote fair chances and fair rules for all. This is the moral compass that guides the new agenda of public service reform that we are setting out today.

A handwritten signature in black ink that reads "Gordon Brown". The signature is written in a cursive, slightly slanted style.

**Gordon Brown**  
**Prime Minister**



# 1.0

*...Britain faces a tough global downturn with public services in a better shape than ever before...*

## Public Services on Your Side

**Britain faces a tough global downturn with public services in a better shape than ever before. Strong public services are essential to help people weather financial storms. Often, they are the last line of defence for families who need security and protection in uncertain times. But public services also change the long-term economic and social climate. Delivering radical reform in public services – and in so doing, changing the very nature of the state – will play a vital role in enabling the country to come out of the recession stronger and fairer. Excellent services will enable all individuals and communities, not just the privileged few, to grasp new opportunities for the future.**

### Building and rebuilding services

Since 1997 our public services have been transformed, helping create a richer, healthier, safer and fairer country. Substantial investment and radical reform has created and renewed the essential services that make our communities and economy resilient. Over the last decade, the most comprehensive measures of national economic performance, income per head – GDP per capita – has risen faster in the UK than anywhere else in the G7 – and social mobility – the chance for each generation of children to accomplish more than its parents – is now rising for the first time in 40 years.<sup>1</sup>

*...Sure Start Children's Centres are already helping 2.3 million young children and their families...*

We have consistently invested in and reformed the public's services. Sure Start Children's Centres are already helping 2.3 million young children and their families, giving every child a flying start in life. In England 15,000 schools are providing before and after school services and wider facilities to the community.<sup>2</sup> Every secondary school is being rebuilt or refurbished. More than 100 new hospitals and hundreds of new General Practitioner (GP) and primary care facilities have opened. Police numbers in England and Wales remain at record levels – with over 140,000 officers compared to 126,000 in 1997. Every community now has a neighbourhood police team. Jobcentre Plus has helped 3 million people across Great Britain back to work since it was created.

*...every community now has a neighbourhood police team...*

These are not just dry statistics. Each of these changes to services has changed people's lives. The chance of being a victim of crime is now at its lowest level since the British Crime Survey began in 1981. For the first time in England nearly all out-patients start treatment at a pre-booked time of their own choosing, within 18 weeks of referral – compared to more than 18 months before 1997. More people are surviving disease, for example, coronary heart disease mortality has been reduced by 40% since the period 1995 to 1997. Young people are achieving better results than ever – with now nearly half (47%) of 15 year olds achieving five good GCSEs including English and maths.

All these achievements have happened whilst government cut back on waste and bureaucracy, actually doing better than expected against the high efficiency targets set for it in the independent Gershon Review – making over £26 billion of efficiency savings in the last three years.



## A Quiet Revolution

This record of achievement in public services is the hard-won product of a decade of sustained reform.

In the first stage of work, clear national standards and targets drove up performance as investment was increased. As services were repaired and rebuilt, the next change was to revitalise them – to drive change from within – with more freedom, flexibility and incentives at the front line to push progress.

In this second phase, fewer, sharper targets and standards were demanded; new freedoms for front-line staff and institutions were coupled with greater choice and diversity for citizens, including from private and third sector providers. Funding for the voluntary and community sector doubled – from £5.5 billion to over £11 billion.

As the quality of public services has continued to improve, our ambitions have grown: the Government is determined to drive out low standards once and for all, and ensure that all public services can go from good to great – to be both excellent and fair for all.

In the last 18 months, progress on the ground has accelerated, with some of the biggest advances in public services since the Government took office:

**...two-thirds of General Practitioners' surgeries are now open in the evenings, early mornings or at weekends...**

— In health, for the first time, two-thirds of General Practitioners' surgeries are now open in the evenings, early mornings or at weekends. The number of self-governing NHS Foundation Trusts has increased by nearly 60%. More than half of all eligible acute and mental health trusts are now Foundation Trusts – with over 1.2 million citizens playing an active role helping to oversee them as 'members'. The independent healthcare sector now provides more elective treatments and diagnostics. And in the year ahead, the NHS Constitution will enshrine a patient's right to choice in NHS services.

**...nearly twice as many academies have opened since spring 2007 than in all previous years...**

— In education, state schools are producing better results than ever before. Nearly twice as many academies have opened since spring 2007 than in all previous years; 133 are now open, with up to 80 more academies due to open by the end of 2009 and up to 100 more in 2010. Over 130 trust schools are now open, 450 more are in the pipeline, and almost all secondary schools – nearly 3,000 – now have a specialism. School chains have started and co-operative trusts with a clear parental voice have been announced. By this summer we will open the 3,000th Children's Centre.

**...we have shifted significant power and responsibility away from central Government and into the hands of local communities and citizens...**

— In policing in England and Wales, every community now has its own neighbourhood police team, with clear ways to contact it, and we have now cut all but one target for the police – the confidence of their local communities – allowing the police to work better with communities to tackle crime.

— Overall, we have shifted significant power and responsibility away from central Government and into the hands of local communities and citizens. For example, we have reduced the number of targets for local authorities from over 1,000 performance indicators to just 35 agreed priorities in each area, allowing greater flexibility to join-up services around local priorities. We have invested in local services – up 39% since 1997 – and freed up £5 billion for local government.

## Public Services in tough economic times

Stronger public services are never more important than in tough times; they play a crucial role in protecting opportunity and reinforcing responsibility, through the downturn and into the future.

Today, public services are protecting millions of families and hundreds of thousands of businesses from the worst of the global economic storm. Extra support with job searching and free skills training is helping those across Britain who lose their jobs to get back into work; high quality advice and new forms of support are available all round the clock to families facing the threat of repossession, so that they don't lose their homes just because they lose work or income; and increased help for families with children and pensioners is boosting household budgets when it is most needed.

**...the Government has brought forward £3 billion of planned capital spending into the next two years...**

When people need protection – and public spending can support the economy – it is not right to cut back on investment. This is why the Government has brought forward £3 billion of planned capital spending into the next two years, and boosted the resources available for public services and professionals, such as in Jobcentre Plus, who are on the frontline of providing support to people across Britain now.

**But the acceleration of investment designed to protect families and businesses is also a once in a generation opportunity to accelerate the creation of the public services of tomorrow.**

To build secure foundations for the future, the Government's net investment in the public sector is projected to rise from £30 billion in 2007/8 to £40 billion in 2009/10.<sup>3</sup> By contrast, in the early 1980s downturn public sector net investment fell in real terms from £16.1 billion in 1979/80 to £10.9 billion in 1982/83.

So we must be clear now about the kind of economy – and the kind of society – we want to see emerge from the downturn. That in turn tells us how government and public services must change. Reform must be reform with a purpose and our intent is ambitious:

- **To create a strong economy.** Financial services will remain an important part of Britain's future economy, but we must have growth across a wider range of key sectors. If Britain is to play a leading role in the key industries of the future – as we compete against rapidly developing countries of Asia and South America – from digital to pharmaceutical, from low carbon and advanced manufacturing to services, active leadership from government is essential. The potential prize is enormous – for example, independent research suggests that we could create an additional 400,000 jobs in the UK environmental sector in the next eight years – with a total of 1.3 million people employed in these sectors by 2017.<sup>4</sup>
- **To create a society of fair chances.** Despite the downturn, globalisation offers more opportunity to more people. But it can also increase inequality and insecurity. As we set out in our *New Opportunities* White Paper, we believe that in this new world the job of government is more not less important, ensuring security for families whilst enabling people to be socially mobile.

**...in this new world the job of government is more not less important, ensuring security for families whilst enabling people to be socially mobile...**

- **To create a country of strong communities, underpinned by fair rules.** As we set out in our statement *Fair Rules for Strong Communities*, we believe the irresponsibility of some can lead to insecurity for others. So people need to see that the rules are being enforced. Whether it is reckless behaviour in the bank boardroom or anti-social behaviour on the street, we will not tolerate a situation where some people break the rules and others pay the price. Government must be underpinned by an ethic of responsibility.

Delivering this vision tells us public services must continue to adapt and change. From the childcare and education that equips young people with skills for the modern world, right through to the care that means older people can lead active lives, public services are no longer simply a net to catch people in tough times. They help people shoulder their responsibilities and take up new opportunities.

Critical to the country's recovery will be our education, welfare and skills systems helping millions re-train, build new skills, and ready themselves for new industries. New public institutions focusing on economic development – such as Regional Development Agencies – will play a vital role in fostering industries of the future in partnership with universities, colleges and schools. The evidence shows clearly that investment in high skills in a country boosts individual incomes and spreads the income distribution – increasing a country's growth and competitiveness.<sup>5</sup>

**...the National Health Service (NHS) represents one of the most important assets Britain has in competing on the world stage...**

Health and care services not only provide support when people need it – but also enable people to work and lead independent lives. And in areas of industry in which Britain has the potential to be a future world-leader, public services play a major role in Britain's comparative advantage. For example, the National Health Service (NHS) represents one of the most important assets Britain has in competing on the world stage in the pharmaceutical and bio-science sector. Likewise, our universities are a major national resource in enabling Britain to compete in high tech, high value industries.

### **The challenges of tomorrow**

With ambition clearly set, we must be clear about how the new global, digital environment around us, where people have new horizons, new expectations and new needs, must shape our vision of change.

**...beyond the immediate downturn, the world economy is expected to double in size in the next 20 years, creating up to 1 billion new jobs...**

- **A new economy.** Beyond the immediate downturn, the world economy is expected to double in size in the next 20 years, creating up to 1 billion new jobs worldwide, often in new industries. Preparing for the new economy means investing in the education, skills, research and development that are our most important resource in a global market.
- **Powerful people.** Everyone has something to contribute to public services. Services work better when they harness people's interests, expertise and ambitions. Citizens also rightly expect more choice and control over their services. They also want to work in closer partnership with professionals, to get services personalised to their needs. As just one example, nine in ten people with care needs want to be involved in their services. Understanding people's capabilities and behaviour better will be crucial to tackling some of the biggest challenges facing the country in the future – from obesity, to anti-social behaviour, to climate change. We know that schools that work with parents ensure better behaviour and results for pupils, while health services that give patients greater responsibility ensure people are better able to manage their conditions independently.

- **A digital age.** Technology allows for innovative ways to do things. Information can be shared and good ideas can spread. Opportunities to communicate and collaborate through the internet have allowed for people to realise their capabilities. People don't always need to be experts to understand, and they don't need to belong to a big organisation to make change happen. This provides a major opportunity to move from old-fashioned consultation in government and public services and towards a genuine conversation with citizens and professionals. Communities both locally and globally can collaborate to innovate, shape and work around services.

### Principles of Reform

*...last year we set out our three principles for public service reform over the decade ahead: citizen empowerment; a new professionalism; and strategic leadership...*

Last year we set out our three principles for public service reform over the decade ahead: citizen empowerment; a new professionalism; and strategic leadership.<sup>6</sup> This document shows how those principles will be translated into practice for the coming years.

### Empowering Citizens

**Excellent public services put people first, investing power in the hands of citizens and communities.** This matters because greater power over public services gives people greater control over their lives. This demands an active government distributing not simply resources but power – information, entitlements and control – to people.

People do not expect public services to solve all their problems. They understand that parents have to parent, patients have to prevent health problems escalating, and everyone must play fairly by the rules. But they do expect public services to be on their side: fitting around their needs and lives, giving them security, control, information, and letting them know what they are entitled to. Empowering citizens means closely matching rights with responsibilities in public services.

For **citizens** this means:

- **Personalised services**, which fit around people's lives and needs, backed by clear entitlements to services and guarantees of standards of, for example, what people can expect from their local police, schools, or the NHS. This means people being able to work more closely with professionals, even one-to-one, as well as accessing services such as childcare and General Practitioners at times and in settings that suit them. And it will be backed by clear information about the performance of local services, so that people can see clearly whether those entitlements are being met.
- **Greater choice and control**, such as through personal budgets which let people choose the care which best meets their needs.
- **An information revolution**, designed to put the power of information within easy reach so that people can exercise control and shape their services. This includes open-source, real time data on the performance of services. It also means having the ability to feed back to services and share comments on issues with other patients, parents and local residents.

***...we know that in the end what matters most in public services is the relationship at the front line...***

### **A New Professionalism**

We know that in the end what matters most in public services is the relationship at the front line: between adviser and jobseeker, teacher – or teaching assistant – and pupil, nurse and patient, and social worker and family. Public services that are personalised to the different needs, capabilities and ambitions of individuals and local communities, have front-line professionals and local services with the space, the skills and the power to respond. In turn, it means services and institutions having the freedom to work more closely together, and with third and private sector providers, to deliver local people's priorities. In this way we will make public services more sensitive to local places – not only recognising that places are different and need different solutions, but also unlocking the energy and creativity of people on the front-line.

The value of public service – the power of people coming together to support each individual – is also reinforced in tough times. This is as true for the head teacher as for the dinner lady; the care worker as for the doctor. The improved quality of public services and greater opportunities to personalise and lead services are attracting the brightest and most dedicated into, and back into, public service. As just one example, Teach First, through which people teach in some of the toughest schools is one of the biggest recruiters of Oxbridge graduates.

For **public service leaders and professionals** this means:

- **New freedoms for local communities and service leaders** – including ways for local leaders to work across services, and with the private and third sector to achieve results for local people.
- **New freedoms for professionals to lead, run and personalise services** – including more opportunities to manage the services themselves and act as lead professionals, joining up services and funding streams around citizens. As Lord Darzi's review has demonstrated in the NHS, we need to put professionals at the heart of policy-making on public services.
- **Boosting skills and attracting talent** – we will be more ambitious than ever in attracting the brightest and best into our public services, and will support an increasingly professional workforce, especially those working in the most challenging circumstances.
- **Professionals leading innovation and efficiency** – giving front-line workers the power to identify and cut unnecessary bureaucracy, and the support they need to innovate and improve services.

***...we will be more ambitious than ever in attracting the brightest and best into our public services...***

### **Strategic Leadership**

All these changes mean that the role of government itself has to change over time. We know that it is the effectiveness not the size of government that counts. And the global recession has brought home that effective governments must be able to adjust quickly, innovate and play new roles in the face of new challenges.

Just as a strong government is required to steer the economy through the global recession, it is also the case that a responsive state should withdraw from areas in which it is no longer required.

***...the role of government itself has to change over time...***

**...it is vital that we are bolder in our efforts to strip out waste, improve productivity and sell off public assets that the state no longer needs to own...**

Now more than ever government must prioritise its interventions and secure the greatest possible efficiency for every pound of taxpayers' money it spends. As we redouble our efforts to reform and renew our public services, it is vital that we are bolder in our efforts to strip out waste, improve productivity and sell off public assets that the state no longer needs to own. The Government will set out proposals on these issues at the Budget.

Increasingly, government's role will be:

- **Setting standards and entitlements – and then getting out of the way** – central government must ensure that the priority outcomes people expect are delivered, and delivered fairly. This demands oversight of services, but not always direct delivery. We can and should allow local leaders and managers greater freedom on how they achieve these outcomes. Fewer, simpler targets, such as a single target of confidence in policing, make a reality of this ambition – enabling the police to focus on local priorities. This approach frees the centre to focus harder on services which fail to deliver acceptable minimum standards; for example, National Challenge advisors in England are helping to turn around underperforming schools. We cannot and will not tolerate low standards of services.
- **Driving productivity** – at a time when families and businesses are tightening their belts it is more important than ever that the Government ensures that investment is targeted on frontline services and that there is more resolve than ever on improving efficiency and value for money.
- **Driving innovation** – innovation will be a major route to achieving services which are both more efficient and empowering for people. This means not only more freedoms to the frontline of services, local areas and professionals – but changes in the way the centre works. The Civil Service must work harder to foster innovation, and ensure that the experience of delivery is shared from those at the front-line to those at the top of government. This must be backed up with more transparent, accountable civil service, and a central government that not only consults, but holds a real conversation with the public and front-line public service leaders and workers.

In summer 2008, we set out our approach to empowering citizens and fostering a new professionalism in public services, driven by a more strategic centre of government, in *Excellence and Fairness: Achieving World Class Public Services*. Since then changes in the global economy have made our ambition for world class public services for all only more important. 2009 will be a year of accelerating progress on the ground.

**Citizen Empowerment in practice*****For patients and people with care needs***, we will:

- offer many more people with long term conditions a personal care plan – with 15 million people offered plans by December 2010 – and legislate to enable patients to hold new personal health budgets, where they want to, for their long-term and chronic care;
- offer an estimated 1 million people a preventative health check free on the NHS over the next twelve months;
- enshrine the principles and values of the NHS in the NHS Constitution. This includes entitlements, such as the right to all NICE (National Institute for Health and Clinical Excellence) recommended treatments;
- extend GP access – with around three quarters of GP practices open in early mornings, evening or at weekends, and open around 135 of the planned 152 new GP led health centres open eight to eight, seven days a week by the end of the year;
- provide new opportunities to comment on, review and hence reshape NHS services through the NHS Choices website, including the ability to comment on and review your GP practice; and
- greater investment in adult social care enabling those who are eligible, and those who want one, to have a personal budget.

***For parents*** we will:

- better guarantee basic standards in schools – National Challenge advisers will work with head teachers in 440 schools to drive up standards, so that by 2011 no child will go to a school where fewer than 30 per cent of students get five good GCSEs including English and mathematics. We expect that 50 of the poorest performing schools, in some of the most deprived areas of the country, will be turned into either Academies or Trusts;
- provide better information on how their child and their child's school is doing, through timely and frequent communication covering achievement, progress, attendance, behaviour and special needs. This will be available through a range of routes, including online, for children in secondary schools by 2010 and children in primary schools by 2012;
- deliver the 3,000th Children's Centre by the summer, to serve up to 2.4 million young children and their families;
- open up to 80 more Academies in 2009, and up to 100 more in 2010;
- extend free child care places to disadvantaged two year olds, to reach 23,000 children in summer 2009 – and with all Local Authorities delivering free places by September; and
- have a childcare price and quality comparison website up and running by early 2010. This website will include parents' views on childcare providers to help other parents make the best choices for their children, and drive improvement in quality.

**Citizen Empowerment in practice (continued)**

For **children and young people** we will:

- personalise learning, such as through extending one-to-one catch up tuition for those falling behind, reaching 140,000 children between the ages of 7 and 14 in each of English and maths from September 2009, up from 36,000 in the 2009 spring and summer terms;
- ensure every secondary school pupil has a Personal Tutor that knows them in the round and supports their progress by September 2010; and
- develop new innovative models of alternative provision for disaffected pupils, including through the use of private sector providers, so that all pupils are supported to make progress, and challenging behaviour in the classroom by a minority does not disrupt the teaching of everyone else. We have 12 pilots using the expertise of partners such as Rathbone, Barnardo's, the Prince's Trust, and Kids' Company.

For **jobseekers** we will:

- invest £1.3 billion in maintaining and extending Jobcentre Plus – so that anyone who loses their job can access help and support from the first day they become unemployed;
- invest half a billion pounds to provide additional and more personalised support for all those unemployed for over six months, including 'golden hellos' – incentives of up to £2,500 for employers to recruit and train unemployed people;
- extend an integrated employment and skills service, to help 100,000 people get qualifications and back to work by 2010/11;
- extend the provision of counselling and support for those have been made unemployed, through accelerating the talking therapies programme.

For **those who want to raise their skills** we will:

- provide a free skills audit for anyone losing their job who wants one;
- provide over a quarter of a million apprenticeships for the first time ever and a new dedicated National Apprenticeships Service to support employers and apprentices; and
- start trialling Skills Accounts across all regions in England from September 2009, to enable people to access the most appropriate training for them.

For **victims and those at risk of crime** we will:

- strengthen national standards for local policing through Policing Pledges in every area;
- improve information, with new crime maps for all areas accessible through Directgov from March 2009 – we estimate up to two million people will access crime maps this year;
- give local people an opportunity to have a say in the justice system, such as how Community Payback operates in their area and through a community prosecutor approach; and
- provide more personalised support for 35,000 young victims of crime.



For **local residents** we will:

- provide new online performance maps of local services allowing people to compare their area with others from May 2009, so that they can put more pressure on their local councils to improve services;
- support community groups to run local buildings themselves, supported by the Asset Transfer Unit, benefiting an estimated 300,000 people; and
- offer greater choices over housing, through the extension of choice-based lettings to all local authorities by 2010.

### **New professionalism in practice**

Across the public service workforce we are fostering a new professionalism.

In **health** we will:

- look at freeing nurses and midwives to lead improvements through the Prime Minister's Commission on the Future of Nursing and Midwifery; and
- give high performing hospitals more autonomy through the expansion of NHS Foundation Trusts (FTs), with around 25 new FTs in 2009, subject to Monitor approval, which will mean more than half of all trusts will be FTs.

In **education** we will:

- provide teachers with the opportunity to take a new Masters Degree in Teaching and Learning, with an ambition of 4,000 – 5000 participating in 2009/10;
- enable 500 of the most disadvantaged schools to use £10,000 'golden handcuffs' to recruit and retain excellent teachers, benefiting up to 6,000 teachers every year;
- work with our social partners and Transition to Teaching to develop new routes into teaching, including a new fast-track route from September 2009 for talented career switchers and graduates moving into teaching – taking six rather than the current 12 months to complete;
- introduce a new Accelerate to Headship scheme in September 2010, to offer up to 200 outstanding individuals a fast track career pathway to senior leadership within four years; and
- improve Initial Teacher Training – designing a diagnostic tool to systematically screen applicants for skills including empathy, communication and resilience, and pilot it with a range of Initial Teacher Training providers, for possible national roll-out to all providers.

In **policing and the criminal justice system** we will:

- free police from all national targets bar one – public confidence in policing;
- reduce red tape, freeing up the equivalent of 2,500 – 3,500 officers over time, including around 690,000 hours on form filling alone; and
- introduce new ways of managing offenders, with lead professionals co-ordinating different agencies to reduce reoffending and improve efficiency.

In **welfare services** we will:

- give personal advisers in Jobcentre Plus greater discretion to personalise support, benefiting up to 80,000 jobseekers.

For the **third sector** we will:

- provide greater support through the downturn, such as a £15.5 million fund which will support community groups in areas most at risk of increasing deprivation; and
- explore new opportunities for public service professionals to establish social enterprises, as we aim for our goal of increasing the sector's workforce by 25,000.

For **local government** we will:

- free **local leaders** to join up and tailor services and economic strategies across local areas, including a further six Multi Area Agreements in the coming year and introduce agreements with at least two city regions where cities increasingly take control over their own economic destiny.

### **Strategic Leadership in practice**

**Across Government Departments** we will:

- focus on just 30 high level outcomes, rather than micro-management;
- deliver £35 billion of value for money savings, equivalent to £1,400 per household, that we will be able to allocate to front-line services, and further efficiency savings to come in Budget 2009 including through selling assets and sharing IT and other back office services between different organisations;
- deliver greater accountability of the civil service by introducing a new 'scorecard' setting out departmental performance against government priorities and the hunting out and ending of waste. It will also assess how well departments promote innovation and learn from the front-line;
- open up information on service performance to the public and hold a series of new online engagements with the public and professionals;
- involve front-line professionals at every stage of the policy making process to be given greater weight in the training and development of civil servants; and
- provide greater support for innovation, such as the new NESTA Public Services Innovation Laboratory.



# 2.0

## Better Health and Care

**For health and social care services, the Government's vision is simple – high quality care for everyone. Lord Darzi's Next Stage Review set this out for the NHS, and Putting People First did the same for Adult Social Care.<sup>7,8</sup> Health and care services that enable people to live healthy, active and independent lives are at the heart of a fair and strong economy and fair society and are underpinned by the themes of greater user control, professional freedom and a more strategic role for government.**

### Building on progress

***...over two thirds of GP practices are now open in the evenings, early mornings or at weekends...***

Significant investment, coupled with major reform of the way the NHS works has led to substantial gains over the last few years including dramatic improvements in waiting times and safer, higher-quality services. In the last twelve months alone a new deal with GPs that links part of their pay to the access they give people, means over two thirds of GP practices are now open in the evenings, early mornings or at weekends.<sup>9</sup> Following a major national drive, hospitals are cleaner and safer, with much infection control dramatically improved (MRSA rates have been halved).<sup>10</sup> And, after over a decade of rising standards and falling waiting times, nearly all patients referred to a consultant for hospital treatment are diagnosed and start their treatment within 18 weeks of a referral from their GP.

***...there are now more than 1.2 million members of foundation trusts, and they are governed by elected community governors...***

New health institutions have been created: hospital trusts and now 115 foundation trusts. Subject to Monitor approval there could be as many as 25 new foundation trusts by the end of 2009. All foundation trusts are built on significant community membership, there are now more than 1.2 million members of foundation trusts, and they are governed by elected community governors, with more autonomy to focus on local priorities, reap the benefits of improved efficiency and make investment decisions.

Health outcomes have begun to improve sharply and we expect to see further service improvements and increases in quality resulting in even better outcomes, although this can take time. We have seen, for example, a rapid decline in premature death from heart disease, stroke and related conditions in recent years. The target of a 40% reduction in deaths, among those under 75 years old, from cardio-vascular disease and stroke on the 1995-1997 baseline has been achieved well before its deadline of 2010.

### Innovations in Health Care: The Lakeside Plus Health Care Centre

The Lakeside Plus health centre in Corby opened in December 2008. It is one of the first of 152 new health centres which are set to open across England.

The new health centre will see patients from 8am to 8pm, seven days a week. Any member of the public can use the extended and additional health services provided by the Lakeside Plus centre while staying registered with their local family doctor. Patients can also choose to register at the Lakeside Plus centre if they wish to do so.

The new health centre offers a range of innovative additional services tailored to meet the health needs of local people, including a nurse-led minor illness service, health and well being clinics, screening for health problems such as cardiovascular disease, diabetes and sexually transmitted diseases as well as sexual health services. The centre is one of 12 set to open across the East Midlands

Source: [www.northamptonshire.nhs.uk](http://www.northamptonshire.nhs.uk)

**...a 21st century NHS which is able to diagnose earlier, focus more on prevention and keep people healthier for longer...**

### The next stage of reform

Having made progress in these areas, in common with care systems around the world, we face new challenges. In two decades' time, 40% of the whole population will be over 50.<sup>11</sup> An ever growing proportion of people will have long term conditions, requiring more integrated support across services. As the economy recovers, it will be critical to ensure that far fewer people are kept out of the labour market due to ill health or other forms of incapacity and older people are able to stay in work as long as they wish. This requires a 21st century NHS which is able to diagnose earlier, focus more on prevention and keep people healthier for longer. It must also empower patients and clinicians to work in partnership to keep people healthy and active.

This vision can only be achieved by putting in place a system which gives control and responsibility to those who know their health and care needs better than anyone else – the patients and users themselves. This is being backed up by ensuring that the workforce have the flexibilities, skills and leadership to respond to patients and address the needs of their local areas and by central government providing strategic leadership by working with people across the system to make change happen.

The NHS, having turned 60, is therefore embarking on a further major stage of improvement set out in the Government's Next Stage Review of the NHS, driven primarily by empowered patients and front-line staff working together to improve health, with central government strategically enabling and catalysing better services.

The Next Stage Review, was conducted during 2008 with unprecedented engagement with staff and patients across the NHS. There are four things that people told us they wanted from the health service, and are equally crucial to social care provided by local councils:

**...new powers to act more swiftly and with greater impact than regulators have been able to in the past...**

**Ensuring high standards with a strategic role for Government**  
Patients rightly expect the highest possible standards of care when they are interacting with health services. Even in a system with greater choice for patients and greater freedom for clinicians we must strengthen the core standards which are common across all parts of the NHS, from cleanliness and infection control, to safety and guaranteed access. So whilst targets, such as the 2-week standard for cancer patients or the 18-week guarantee for all patients, are no longer the core levers for improving services they must become the guarantors of high quality services for all. Alongside these guarantees, the NHS Constitution is being underpinned by legislation to help address postcode lotteries in areas of service provision, such as entitlements to NICE-recommended drugs, in which we expect the NHS to offer a common service to all who use it. And a new, strengthened regulator, the Care Quality Commission is being established to tackle underperformance where it is found, with new powers to act more swiftly and with greater impact than regulators have been able to in the past.

#### **Strengthening entitlements to good healthcare – the NHS Constitution.**

The NHS Constitution enshrines the principles and values of the NHS for everyone.<sup>12</sup> It brings together existing rights, such as the right to all NICE recommended drugs and treatments, with new rights, including the right to make choices about your NHS care. To help ensure that the NHS Constitution endures and makes a lasting difference, the Government has brought new legislation before Parliament to ensure that all NHS bodies and private and third sector providers that supply NHS services in England are required by law to take account of the Constitution in their actions. In addition to the NHS Constitution, we will begin to turn the once aspirational targets in core areas of service provision (such as infection control) into national requirements that patients are entitled to expect across the NHS. These will provide additional assurances of safe, high quality provision across the system.

#### **Identifying and addressing poor performance**

While the NHS will always aspire to provide the highest standards of care, there will be times when it fails to meet either patients' expectations or its own high standards. This is unacceptable and is why the Government is introducing a new performance framework for NHS providers that identifies underperformance and ensures swift remedial action.

Under this new performance framework, the NHS Chief Executive will have the option of designating the most persistently and seriously underperforming providers as 'Challenged'. These organisations will be subject to more intensive intervention at board level, on behalf of the Department of Health, beginning with an independent review of the Board. In the event that serious failings are revealed, decisive action will be taken – including the imposition of temporary appointments, suspension or removal of members of the Board.

**Identifying and addressing poor performance (continued)**

Furthermore, provisions included in the Health Bill 2009 set out a clear framework for action in the rare cases where organisations have not turned performance around, or are clinically or financially unsustainable, despite interventions from commissioners and Strategic Health Authorities.

The solutions to address underperforming and unsustainable providers include awarding contracts for the management of services to other healthcare providers, in the NHS or independent sector, or takeover by another NHS organisation such as a foundation trust.

The new health regulator, the Care Quality Commission, which will come into being on 1 April 2009, has enhanced powers to act quickly where services are not meeting essential levels of quality and safety. It will be able to take swift action, ranging from issuing warning notices to closing wards or hospitals where there is evidence to cause concern. Despite significant improvements across the NHS over the last ten years it will not be exempt from some trusts and services failing to meet expectations – and a more powerful CQC will be at the centre of the Government's strategy to ensure such services are identified and unable to continue seeing patients until performance issues are addressed.

**...since April 2008... patients referred to a specialist have had the right to choose where to be treated at NHS standards for NHS costs...**

**Empowering patients – Improving access and responsiveness**

To empower patients and those needing care, choice and accessibility will be increased further. Since April 2008, those patients referred to a specialist have had the right to choose where to be treated at NHS standards for NHS costs, including any private sector alternative that meets these requirements. GPs have been encouraged to offer evening and weekend opening, with many doing so. In the coming year, for example, we are committed to improving maternity choices for women and around 135 new GP-run health centres will offer 8am-8pm access, 7 days a week to anyone who needs to see a GP – without the need to transfer from their existing practice.

The right modern structures that can integrate aspects of people's care are also critical to getting services that fit around people's lives. The Integrated Care Organisations pilot programme will focus on innovations in clinically-led models for integrated care. We hope the pilot programmes will become one of the important new NHS innovations – with the potential to work across traditional service boundaries to build partnerships with primary, community and secondary care and with social care. We have invited trusts to come forward with their own views on what form these pilots will take.<sup>13</sup>

**...135 GP-led health centres will be open by the end of 2009 across our towns and cities...**

#### **Professionals offering more flexible services – to extend GP opening hours and GP-led health centres across every Primary Care Trust**

Extended opening hours at GP surgeries will, it is estimated, be offered in three quarters of all practices by the end of 2009. In addition, 152 new GP-led health centres are set to open across England providing an extended range of services, seven days a week. We anticipate that around 135 GP-led health centres will be open by the end of 2009 across our towns and cities, providing easy access for people either as registered patients or as a drop-in when your own GP is closed. New GP-led health centres and 112 new GP Practices will deliver, each year, around 4.5 million new appointments with GPs and nurses. We want to see year-on-year improvements in patient satisfaction and will be using the results on patient access and experience of the quality of GP services from the GP patient survey to improve responsiveness of general practice.

#### **Healthcare in your own home**

Developments in technology are allowing more and more treatments and services to be delivered outside of hospitals or other healthcare environments, often at similar costs to when delivered in a clinical setting. As well as offering greater convenience for patients, such services can allow patients and their families a more supportive environment for their treatment or recovery. Increasingly, services as varied as maternity and cancer care will be offered to patients in their homes, at their convenience. The new End of Life Care Strategy recognises that many people would prefer to be cared for and to die at home, rather than spending the end of their life in hospital. Services are being developed now to allow people to realise that choice. For example, Marie Curie has been working with local NHS organisations and with local authorities to pilot models of care that ensure that there is service available round the clock to be called on as needed, including a rapid response service. This works because it meets the needs of carers and families as well as those of the patient.

#### **Empowering patients – personalised care**

The personalisation of care is critical not just to improve the patient experience but to ensure that care is well targeted at need so that the NHS achieves the best outcomes. Dignity and respect are also values that must be reinforced across the NHS. For example, through the Dignity in Care Campaign, a network of over 5,500 Dignity Champions is part of a nationwide social movement leading to improvements in the dignity of care offered to people using NHS and social care services.<sup>14</sup>



**...during 2009 the ability to make visible comments on NHS Choices will be extended to include GP practices...**

#### **Enabling patients to have their say**

Patients can already view comparative information about a range of healthcare services online at the NHS Choices website. Patients can make their own comments, observations and suggestions about hospital services and allow these to be visible to other patients. Often the best way for people to understand whether a service is right for them is to see what other similar users thought of that service. This is the experience of millions of customers who use Amazon.com or iTunes, and while these are for simpler, less important services like books or music, the same principle of valuing the opinions and views of others applies in the decisions we make around our health and care as well. Around 10,000 such comments have been posted since the launch of NHS Choices in 2007. During 2009 the ability to make this kind of comment will be extended from hospitals to include GP practices, and over time we expect patients to be able to make comments on and review all NHS services through the NHS Choices website. At the same time, payment to hospitals for services is being linked to patient-reported experiences and outcomes as one way of driving improved quality and patient-focus across the NHS. And we will see the quantity of this payment linked to outcomes increasing year-on-year as quality measurement improves and commissioners focus on ever higher outcomes.

#### **Empowering patients – greater choice and control**

Much greater patient involvement is central to ensuring health services enable people to stay healthy wherever possible and have the best possible care when needed. Personal care plans will allow patients much greater involvement in their care and extended choice of the most appropriate type of treatment as well as when and where they are treated. Legislation now before parliament will allow pilots of personal health budgets to include direct payments to those patients who would benefit from such approaches to meeting their long-term and chronic care needs. Primary care services are changing to enable people to play a much more active role in preventing ill health and managing their own health and care.<sup>15</sup>

### **Empowering people with more control – Self-Directed Support and Personal Budgets**

Self-directed support in social care offers people control over the support they receive. By making people aware of how much funding is available to them they will be better able to choose the individually tailored care and support that best suits them, their families and lifestyles. The Government is increasing funding from £85 million in 2008/09 to £195 million in 2009/10, to help English councils transform their adult social care systems and enable citizens who are eligible, and who want one, to have a personal budget. We expect councils to have made significant progress in ensuring that people will be able to access adult social care personal budgets by March 2011.<sup>16</sup> At the same time, early adopters will begin to pilot personal health budgets to give people more control over the kinds of NHS support that they need.<sup>17</sup> The pilots are expected to be up and running in a number of primary care trusts by summer 2009. More widely, by the end of 2010 up to 15 million people with long term health conditions will have been offered a personalised care plan – giving them a greater say in the right care for them and how their care is delivered.<sup>18</sup>

### **Empowering patients – a focus on wellbeing and keeping people healthy**

Across these four areas of improvement, health, social care and other services will give greater attention to wellbeing and keeping people healthy. Promoting wellbeing means creating a more personalised system. “Putting People First” looked to put choice and control as close to the user and carers as possible. Keeping people healthy requires a range of action, from informing and supporting individuals to make healthy choices, to providing high quality care services that identify and support individuals at risk. As every country in the developed world grapples with the rising cost of healthcare it is critical we continue to prioritise early intervention and encourage healthy lifestyles – so averting illness and keeping people healthier for longer.

*...it is estimated that around a million people will receive a health check...by April 2010 in GP or pharmacy settings...*

### **Empowering people with better information and earlier intervention – a personal Vascular Health Check.**

It has long been a truism that the kind of wellbeing service people wanted was only found in the private sector. However, that is changing as the NHS becomes far more focused on keeping people healthy. Free health checks will give people aged between 40 and 74 an assessment of their individual level of risk for major conditions such as diabetes and heart disease. It is estimated that around a million people will receive a health check of this type by April 2010 in GP or pharmacy settings. The checks will allow people to understand and discuss risk factors for a range of vascular conditions (heart disease, stroke, diabetes and chronic kidney disease). Following the check the right sort of advice and support can be offered, on an individual basis, to help people manage and if possible reduce their own personal risk levels. Some of this will be to do with lifestyle interventions, some of it will involve medication.<sup>19</sup>

**...during a period of rising unemployment... talking therapy services will be even more important to ensure that people are in a better position to get back into work...**

### **Personalised support for those seeking work**

The personalisation of care is also essential if the NHS is to support people into work. Major reforms to the nature of support offered by Jobcentre Plus mean that public services are better prepared to help people back into work than they were previously, but here too, a more personalised NHS offer can be very important. One example of this is in mental health where the Government has invested significantly in improving access to psychological therapies for people with depression and/or anxiety disorders, with new services being developed over the next four years in every area through investment of almost £200m per year. During a period of rising unemployment these talking therapy services will be even more important to ensure that people are in a better position to get back into work and government is therefore accelerating the roll-out of the programme and ensuring it is well targeted on areas of high unemployment. The Government's programme will enable 900,000 people to be offered counselling and support over the next 3 years. In past recessions, we have seen the number of out of work people on inactive benefits due to mental health problems rise, scarring communities as people were written off to long term unemployment. Alongside these new services, the NHS will be encouraged to use £80 million of savings from the temporary reduction in VAT to offer complementary support including debt advice and family counselling.

### **Supporting a professional workforce**

Delivering these improvements will rest on continuing to grow the capacity and autonomy of health and social care professionals and the organisations they are part of. Over the next year, we expect more hospitals to gain Foundation Trust status, giving them more control over day to day management. In primary care, practice-based commissioning will allow doctors to use their clinical experience to commission the best value NHS services for their patients.

Across the NHS the Next Stage Review has sought to put clinicians and staff far more at the centre of decision-making and has put a highly skilled workforce at the heart of the strategy for a quality focused NHS.

***...it makes sense to involve professionals themselves in defining the way forward...***

### **Professionally-led improvement and efficiency**

Hospitals continue to roll out the internationally successful 'nurse-led productive ward' programme which gives nurses greater control and responsibility over their wards and services – cutting bureaucracy, and releasing more time to focus on care. 2009 will see this approach spread rapidly across Trusts and wards.

### **Prime Minister's Commission on the Future of Nursing and Midwifery**

Change is most effective and most beneficial to users when it is developed, driven, and owned by front-line staff. Over the last few years nursing has been at the centre of all the major achievements in the NHS, from the shortest waiting times on record to improvements in hygiene and dramatic falls in infection rates. As the Government seeks to renew its strategy for improvement in the NHS, focusing on quality and patient experience, it makes sense to involve professionals themselves in defining the way forward. For nursing, there are few who know better the challenges and opportunities which nurses face than the profession itself. The Prime Minister and Secretary of State for Health are therefore launching a commission on the future of nursing and midwifery. This commission will consult widely within the profession and with allied professionals on the best way for the NHS to make the most of its talented nursing professionals in delivering a world-class 21st century health service.



# 3.0

## Excellence for all our Children

**The Government wants to make this country the best place in the world to grow up. In childcare and early years services, unprecedented investment is helping us ensure that all children have a good start in life. Our ambition is to achieve excellence in education for all young people, with the highest standards of teaching, learning and behaviour in all our schools.**

### Building on progress

**...English pupils are now amongst the top five countries in the world for science at age 14...**

Standards have risen across the board over the past decade. 2008 saw record results with 107,000 more pupils leaving primary school with a good level of English and mathematics than in 1997, and 68,000 more gaining five or more good GCSEs, including English and mathematics. Our place in the global rankings has risen: English pupils are now amongst the top five countries in the world for science at age 14, and England is the most consistently high-achieving European country in maths and science<sup>20</sup>. Behaviour is good or outstanding in nearly three quarters of secondary schools, staying-on rates are up, and the number of schools where less than 30% of the pupils achieve at least five GCSEs at A\*-C including English and maths has fallen from over half of all schools in 1997 to one in six today.

**...around 15,000 schools are now offering extended services like breakfast clubs, after-school study and sport and arts activities for young people...**

All this has been made possible by substantial investment – up 60% since 1997 in real terms – and significant reforms to our education system. There are now 133 Academies, over 130 Trust Schools and almost all secondary schools are now offering a specialism, driving up standards and offering parents greater choice. In Academies, the percentage of pupils achieving five good GCSEs has jumped from 23% in 2001 predecessor schools to 55% in 2008 – nearly twice the improvement over that period nationally, and with particularly impressive improvements for children on free school meals (FSM).<sup>21</sup> Secondary schools and colleges now offer a richer and wider curriculum, giving students much greater choice over what to study. Around 15,000 schools are now offering extended services like breakfast clubs, after-school study and sport and arts activities for young people. We have legislated to raise the education leaving age, so that from 2013 all young people will participate in education or training post-16.<sup>22</sup>

Teachers have more time to teach, supported by teaching assistants, while head teachers have more freedom to lead their schools. Teaching is a profession of choice once again for the best graduates. Teach First is now one of the top recruiters of Oxbridge graduates.

Major steps towards our vision for a good childhood have also been taken beyond schools. A whole new early years service is now in place, with parents of three and four year olds having access to free high quality early learning places. There are now over 2,900 Children's Centres providing high quality early learning, health advice and childcare to over 2.3 million young children and their families.

### **The next stage of reform: empowerment, enhanced professionalism and strategic leadership for children, schools and families**

As we set out in *The Children's Plan* in December 2007, our record of reform is a strong base to ensure that our schools and children's services achieve world-class standards.<sup>23</sup> Working to the principles set out in *The Children's Plan*, in the coming years we will do more to support and empower parents, personalise learning for all pupils, intervene early when children and young people face problems, and enhance world class standards of professionalism amongst teachers and the wider children's workforce.

#### **Strategic leadership: guaranteeing standards in schools**

Strategic leadership in education means allowing great schools to lead the system, with an important role for local government and local communities in driving improvement, and a guarantee from government of high standards. Where schools have good leadership and are raising standards for all their pupils, they should have more freedom to innovate, with less frequent and lighter-touch inspections and a high level of autonomy. Local authorities are responsible for championing the interests of parents at a local level, and they must commission support for schools that need to improve, or good new provision where that is necessary. But where schools are persistently underperforming or allowed to coast along, and the necessary local action is not happening, then the Government must act.

**...the Government has established clear minimum standards for schools...**

This is why the Government has established clear minimum standards for schools: because deprivation can never be an excuse for low standards, and because all young people deserve a good local school. The National Challenge is providing £400 million so that by 2011 at least 30% of pupils at all secondary schools in England will achieve five GCSEs at A\*-C, including in English and mathematics. Some National Challenge schools will receive help with additional support in key subjects such as English and maths, but some schools will need a more fundamental change, such as becoming an Academy or a Trust with a strong education partner.

**...there will be up to 80 more Academies opening in 2009, and up to a further 100 in 2010...**

The creation of Academies will continue to accelerate, helping bring new approaches to managing schools in order to improve quality. There will be up to 80 more Academies opening in 2009, and up to a further 100 in 2010. Schools are increasingly coming together in innovative ways such as federations and shared Trusts with executive leadership across more than one school to drive up standards. For example, the Harris Federation comprises seven academies in South London with plans to expand to 12 in the next two years. Last year all but one of its schools moved out of the National Challenge programme and one of its academies moved to an 'outstanding' Ofsted category in seven terms.

**...we have pledged that by 2011, no child will go to a school where results are below 30%...**

### **The National Challenge for Secondary Schools**

The National Challenge – a key part of the Government's School Improvement Strategy – aims to transform schools, raise results in English and mathematics, and tackle underachievement in secondary schools with the lowest results. It builds on the proven success of the London Challenge, which has helped raise standards in London. London schools now outperform the national average at 5 A\*-C, including English and mathematics, and results have risen by over 20 percentage points since 1997. Ofsted recommended that the London Challenge approach be extended to other areas to support schools in challenging circumstances.

The numbers of schools where fewer than 30% of pupils gain five good GCSEs including English and mathematics dropped from 630 in 2007 to 440 in 2008. National and City Challenge advisers are now working to help head teachers drive up standards in the remaining schools where currently fewer than 30% of pupils gain five good GCSEs, including English and mathematics, and in those schools above this threshold but where results are not secure. We have pledged that by 2011, no child will go to a school where results are below 30%.

In 2009 25 National Challenge schools will become Academies. We are also in detailed discussion with a number of local authorities about opening National Challenge Trusts and expect that about 25 will open in 2009. But this programme is about more than this: it represents a wide, ambitious vision in which these schools sustain progress, and are able to develop ever higher standards of achievement.

### **Empowering parents**

Government does not bring children up, parents do. Giving every child a fair start means working with parents as partners and ensuring they have a strong voice.

Supporting parents to help them ensure their child gets the best possible start in life means offering services that fit around family and working lives, and their child's needs. Childcare and early years' services are vital in achieving this – over 90% of parents using children's centres are satisfied, and nearly three quarters are good or better at supporting children's enjoyment and achievement according to Ofsted.<sup>24</sup> Therefore we are continually improving provision. We expect to open the 3,000th Children's Centre by the summer and are on track to have 3,500 centres by 2010, one in every local community, to serve up to 2.8 million young children and their families – 500,000 more than today. Building on the free places offered to three and four year olds, we will extend free provision for disadvantaged two year olds to reach 23,000 children in 2009 – with all Local Authorities delivering free places by this September<sup>25</sup>.



Parents also need information and the ability to shape the services they and their children receive. National testing at the end of primary schools is an important part of giving parents information on how well their children are progressing, as well as an essential form of accountability for the schools. Parents will receive timely and frequent communication covering achievement, progress, attendance, behaviour and special needs, through a range of routes, including online, for children in secondary schools by 2010 and children in primary schools by 2012. We will also help parents access support and advice when they need it, to help parents get fully involved in their children's learning and balance work and family life. And we are doing more to ensure parents' and pupils' voices can be heard, taking forward ways to ensure parents and young people are able to access a fair, transparent, and independent service to handle complaints about school issues affecting an individual child.

**...we are consulting on including survey data on parental views and satisfaction with their child's school on school report cards...**

**...a new national price comparison and parental feedback website covering the full range of childcare providers will be established early in 2010...**

### **Stronger Parental Feedback**

To ensure that schools are responsive to parents needs and preferences, opportunities for feedback are critical.

In October we announced plans to introduce a new School Report Card to provide clear information to parents on the performance of different schools. We are consulting on how it will work, including the potential for giving every school a single overall grade. We are also learning from the success of report cards in other systems, such as New York City, where parental survey results are a major element of the overall grade. We announced in *The Children's Plan* that we will supplement school performance measures such as test and examination results with indicators assessing a school's contribution to wider aspects of pupils' well-being. Our intention is that schools will use surveys of parents' and pupils' perceptions about how well they are served by their school as part of these indicators, and Ofsted will take account of parents' and pupils' views for inspection. For the longer term, we are consulting on including survey data on parental views and satisfaction with their child's school on school report cards.

In childcare, we will ensure that parents can access clear information to make decisions about the right childcare for their children. A new national price comparison and parental feedback website covering the full range of childcare providers will be established early in 2010.

As well as containing information on prices and from Ofsted on quality, the site will contain parents' views, for example by providing a message board that allows parents to feedback on any childcare provider. This will mean that when making choices about childcare parents will be able to read the views of the people who often know most about how good a service is: other parents.

### Personal tutors

To further strengthen personalised learning for pupils in secondary schools, by September 2010 every secondary school pupil will have access to a personal tutor who will provide pupils, and their families, with a continuity of support throughout their secondary school career. Working with a range of specialist support services, personal tutoring will play a key role in ensuring schools understand every child in the round to ensure every child reaches their full potential, and that parents know who they can talk to at school about any aspect of their child's progress.

### Empowering children and young people through personalising learning

All children have the potential to succeed and should go as far as their talents can take them. Good schools deliver good quality whole-class teaching that benefits all children. Teachers are increasingly tailoring their teaching and the curriculum to each individual pupil's needs, tracking individual progress and reporting regularly to parents. But personalisation means more than this. Young people need to be stretched, and have their talents nurtured. This is why our Gifted and Talented programme will reach a million pupils. Already schools are identifying over 800,000 learners as gifted and talented. It is also why, as all schools develop extended services, the opportunities for young people to develop a special skill, from music to sport to science or drama, has never been greater.

Personalised support is particularly powerful for pupils at risk of falling behind and who need additional help with the basics of literacy and numeracy to ensure that they can progress in their learning. The evidence on the value of one-to-one tuition is clear: just four or five months of one-to-one tuition through the Every Child a Reader programme in English boosted primary school pupils' reading age by an average of two years.<sup>26</sup> We are committed to providing intensive support with learning the basics to children who are at risk of falling behind in primary school or the early years of secondary, providing funding for a wide expansion of one-to-one tuition in English and mathematics to help them get back on track.

### One-to-One tuition

In the spring and summer terms of 2009 over 36,000 10 and 11-year-olds will receive up to 10 hours of one-to-one help in either English or mathematics on top of their normal classes. From September 2009, this one-to-one tuition will be expanded to fund over 140,000 pupils aged from seven-14 in each of English and Maths. It will also be available to pupils aged 15-16 in National Challenge schools. By 2010/11 one-to-one tuition will reach up to 300,000 pupils a year in English and the same number in mathematics. And then, from 2010/11, this support will be offered as an entitlement to any pupil who is already behind when they enter Key Stage 2 and at risk of not making expected progress.

**...Studio Schools will offer a range of qualifications by delivering an enterprise based curriculum...**

### **Studio Schools**

Not all pupils are able to achieve their full potential in a traditional school environment, and Studio Schools offer a radical way to fully engage them. Studio Schools will offer a range of qualifications by delivering an enterprise based curriculum and working in partnership with local businesses to help pupils develop employability skills. We have received proposals for Studio Schools from seven local authorities. We will now release further development funds to enable the Young Foundation to work further with these local authorities and with the Department for Children, Schools and Families on the detail of the seven proposals, with a view to announcing the first wave of projects in the summer.

### **Alternative provision**

We need to tackle all barriers to pupils' progress, including wider social factors and challenging behaviour. For children who cannot be educated in mainstream school we have an ambitious program of reform for alternative education in place, including through the use of private sector providers. In October we published guidance to support better commissioning and published an online national database of alternative provision providers. We also announced 12 pilots across the country to test innovative ways of delivering alternative provision, building on the expertise of key partners such as Rathbone, Barnardo's, the Prince's Trust, and Kids' Company. These are backed by £26.5 million over three years.

### **World-class professionals**

A highly professional children's workforce – from teachers to social workers and childcare workers – is absolutely essential to ensuring that all children have the best start in life. The quality of teaching has significantly improved, and the quality of entrants to the profession continues to increase – Ofsted says that teacher training providers are recruiting high calibre trainees. Continuing to raise the skills, rewards and professional routes for teachers and the children's workforce is critical to raising standards.

**...we have a significant opportunity to further improve the quality of recruits into teaching...**

In large part due to the downturn we have seen already a major rise in skilled people applying to teach crucial science and maths subjects – with the number of people applying to start training to teach science up by 30% compared with this time last year. We have a significant opportunity to further improve the quality of recruits into teaching. We are supporting Teach First to help the brightest graduates into the most challenging schools, doubling the numbers by September 2013.<sup>[1]</sup> We have developed Transition to Teaching to attract people from industry into maths, technology and science teaching. We will also enable the most challenging schools to offer £10,000 “golden handcuffs” to recruit and retain excellent teachers, benefiting more than 500 schools and up to 6,000 teachers per year.

**...we are committed to ensuring that every full day care setting has a graduate leader...**

But we need to do more, including using innovative fast-track routes into teaching and school leadership to get talented people into classrooms and positions of leadership to put their talents to use as soon as possible. Our goals are simple: we want teachers in Britain to be the best in the world, and we want children who most need the best teaching to get the best teachers. In the early years too, to help raise quality, we are committed to ensuring that every full day care setting has a graduate leader, and that all childcare workers are qualified to A-level standard.

**...we will bring forward a long term change programme in social work...**

The leadership of schools has also been boosted, by introducing more than 200 National Leaders of Education and 400 Local Leaders of Education to provide additional leadership and support to schools in difficulty, and the National Professional Qualification for Headship has been introduced to ensure new leaders are ready to manage 21st Century schools. We are now applying this successful approach in children's services. The National College for School Leadership is now working with Directors of Children's Services to strengthen the leadership skills and capabilities of the children's workforce beyond schools. To ensure that all children are protected and able to thrive, we know we must also invest in the training, development and professional standards of social workers. In the light of the recommendations from the Social Work Taskforce later this year, we will bring forward a long term change programme in social work.<sup>27</sup> And, to allow professionals greater scope to innovate and respond to specific needs in improving children's outcomes, we are testing the potential of social worker-led, independent Social Work Practices.<sup>28</sup>

New initiatives are enabling professionals to do more to reach out to families, and join up services around them. Family Nurse Partnerships, currently being piloted in 30 local authority and Primary Care Trust areas, are offered to the most vulnerable first-time young mothers and are delivered by specially trained nurses who adapt the programme to the individual needs of each family. We plan to extend these to 70 pilot sites by 2011, with a view to rolling out this support for the most vulnerable first-time young mothers across England over the next decade, if research findings are positive.

Family Intervention Projects tackle anti-social behaviour by putting one professional in the lead co-ordinating services for families at risk. We will develop the projects in every local authority in the country, which will mean expanding the total numbers supported from 2,600 families to 20,000 families by the end of 2011. Professionals must have the powers they need to ensure parents meet their responsibilities and all children are protected. Subject to the findings of Lord Laming we will explore developing a clear set of circumstances and risk factors after which the need for an intervention such as a Family Intervention Project, a parenting order or another form of family support would be assessed. These parent and child risk factors could potentially include having a parent in prison, problematic parental drug or alcohol addiction, domestic violence, school exclusion and the child being convicted of any crime.

***...a new fast-track route for talented career switchers and graduates moving into teaching – taking six rather than the current 12 months to complete...***

### **A World-Class Teaching Profession**

Matching the best education systems around the world means continuing to recruit the brightest and best into teaching, both new graduates and career changers. To secure this ambition and make the most of new opportunities to attract highly skilled people into teaching we will:

- raise further the quality of Initial Teacher Training, by increasing year-on-year the numbers and proportion of students taking places with top rated (Category A) universities and other training providers;
- TDA will design a diagnostic tool to systematically screen applicants for skills including empathy, communication and resilience, and pilot it with a range of Initial Teacher Training providers, for possible national roll-out to all providers;
- roll-out the new Masters in Teaching and Learning (MTL) programme with the ambition of between 4,000 and 5,000 teachers participating in 2009/10, as the next step to our ambition to make teaching a Masters level profession;
- develop a new fast-track route for talented career switchers and graduates moving into teaching – taking six rather than the current 12 months to complete. We will develop this in discussion with our social partners and Transition to Teaching, as an option alongside the one year PGCE and the Graduate Teacher Programme. We aim to start the scheme over the next year.

The Future Leaders Programme has identified and developed the skills of leaders with the highest potential to run schools in the most challenging urban areas. In September 2009 up to 80 new leaders will start this programme. As well as this the National College for School Leadership will be introducing a new Accelerate to Headship Programme in September 2010 that will identify up to 200 outstanding Heads for schools in all areas. The provision aims to progress quicker than ever the best talent to positions in school leadership within 4 years. This will see us providing up to 500 leaders for the future by 2012.



# 4.0

## Active Welfare and High Skills

**As we face up to the global economic crisis, we must not leave anyone behind and we must prepare people for new opportunities. A tough labour market makes it even more important to have welfare and skills services that are resolutely focused on getting people close to the labour market, back into work, to build up their skills and able to progress their careers. And this means it is even more important that our benefits and skills systems expect and encourage people to play an active role in looking for work, but also provide them with opportunities to up skill and get on in their careers. Not doing this risks turning short-term job loss into long-term worklessness – damaging people’s lives and the economy in the longer term. Therefore we are introducing the most radical reforms to the welfare system for a generation, and making a major investment in our economy’s skills infrastructure. From basic qualifications to postgraduate degrees, a skilled workforce will be critical to ensure we can take advantage of future economic opportunities.**

### Building on progress

Compared to previous recessions, there is now a radically better system to support people back into jobs and ensure that no one who can work is simply left behind on benefits.

**...with 6,000 more front-line staff to be put into Jobcentres across the UK in 2009/10...**

Jobcentre Plus is a world-leading welfare and employment service and the Government’s New Deals have helped over nine million people into work over the last ten years. This radical shift in approach to people out of work combines active, personal employment advice with benefit receipt to ensure people are not simply left on benefits. The service is being strengthened further to respond to the recession, with 6,000 more front-line staff to be put into Jobcentres across the UK in 2009/10.

At the same time as personalising the support offered to jobseekers, hundreds of millions of pounds has been released by making back office services, such as the payment of pensions and benefits, more efficient.

**...we are planning to enshrine in law the Government’s promise to eradicate child poverty by 2020...**

Our welfare reforms have also helped reduce child poverty. Having lifted some 600,000 children out of relative poverty between 1998 and 2007, and halving the number of children living in absolute poverty, we are planning to enshrine in law the Government’s promise to eradicate child poverty by 2020.

Immediate security and tackling poverty need to be matched with investment in the future economy. As the global economy expands in the future, a skilled workforce becomes our most valuable resource. Giving young people the skills they need to unlock their talents in a new economy will be necessary – including making available an apprenticeship place for all 16-18 year olds who want one and are suitably qualified by 2013. Alongside this, investing in skills for those already in the workplace helps individuals get on, re-train, and ensures employers have the skills they need in their businesses to compete globally.

We have improved the offer to people who are moving in and out of the job market to ensure that they have the skills they need. When people are under notice of redundancy or unemployed they can access short pre-employment support focused on helping people move back into work. We are offering around 75,000 high quality training places to help people who have been out of work for more than six months back into work. This is on top of funding for repeat qualifications through Train to Gain for people once they are back in work.

Training opportunities are increasing rapidly. Apprenticeships have been saved and re-built and are now more popular than ever with employers across the economy. 225,000 people started apprenticeships last year, an increase of 40,000 on the previous year. In addition, the number of people starting Train to Gain programmes rose by over 60% last year to a new high of over 300,000 people. The performance of further education has improved: the qualification success rates for further education colleges has risen ten percentage points in five years to nearly four out of five learners in 2007. In higher education we have had rising student numbers – we have increased the number of students by 287,000 since 1997. We have invested in Aimhigher and other schemes to raise aspirations and now over 50% of young people from all social classes say they aspire to go to university.

We have also created new opportunities for those leaving the Armed Forces to pursue Higher Education. This is part of ensuring that members of the Armed Forces and their families have the support they need and are never disadvantaged in any way by service. As well as opportunities to learn and move into Higher Education after leaving the Forces we have doubled the maximum lump-sum payment in our compensation scheme for those injured in the service of the country. The unusual mobility of our personnel must not disadvantage them in getting proper access to schooling, housing or healthcare. More widely, we are determined to ensure that the men and women of our Armed Forces enjoy the place in the community that they deserve. They are risking their lives in the most difficult environments to defend and improve our security.

### Responding to the recession

As with many other services, there are significant benefits to be generated from central government taking a more strategic role in relation to the benefits and skills system. Welfare and training services are on the front line of providing support for people affected by the recession. Having the flexibility, as a government, to offer real security to families in tough times becomes indispensable.

Government is investing £1.3 billion in maintaining and extending the current Jobcentre Plus regime, so that anyone who loses their job can access help and support from the first day they become unemployed. On top of this, we are investing half a billion pounds to provide additional support to people out of work for six months, which will include access to:

- employers' Golden Hellos – incentives of up to £2,500 paid to employers to recruit and train unemployed people;
- new training places – extra funding for training places to help unemployed people to gain new skills to maximise their chances of a job from the 500,000 vacancies in the economy;

**...government is investing £1.3 billion in maintaining and extending the current Jobcentre Plus regime, so that anyone who loses their job can access help and support from the first day they become unemployed...**



- work-focused volunteering options – opportunities to volunteer to help people back into work habits in England and Wales;
- support and cash to set up a business – advice on creating a business plan, plus funding for the first months of trading in England and Wales.

**...we are providing 30,000 Professional and Career Development Loans in the financial year 2009/10 and 45,000 in 2010/11...**

For those people who are looking to update their skills or retrain for a new job we are providing 30,000 Professional and Career Development Loans in the financial year 2009/10 and 45,000 in 2010/11. Loans of up to £10,000 at lower interest rates than before will help many people to gain the new postgraduate and technical qualifications which our future economy will need.

The Government and business are working more actively together to give people looking for work the help they need to take up the more than half a million vacancies employers are looking to fill at any one time. In the first meeting of the new National Employment Partnership, which covers England and Wales, more employers committed to advertise their non-specialist vacancies through Jobcentre Plus, to fill more of the jobs they create locally through the Local Employment Partnerships and take advantage of the skills support available, including through Train to Gain.

The Government is also investing a further £140 million to support an additional 35,000 apprenticeship places from April this year in a drive towards more than a quarter of a million for the first time ever. This will improve opportunities for employers to access high quality training in difficult economic times. Over 20,000 of these places will be offered in the public sector, the majority in frontline public services. We are also making greater use of the Government's £175 billion annual procurement expenditure to promote skills and apprenticeship opportunities. All government departments and their key agencies are committed to considering the inclusion of relevant apprenticeship requirements when they let new construction contracts.

In addition, government has established a deal with businesses to ensure they offer advice to help people facing redundancy and the newly unemployed back into work and promote the development of the skills Britain needs for the recovery. This includes increasing the availability of apprenticeships, taking up government subsidies for the lower skilled and sustaining employer investment in workforce skills.

### **Building for tomorrow – integrating employment and skills**

Coming through the economic downturn stronger will also require government investment in services that continually respond to a changing global economy. Having integrated benefits with active employment support for all groups out of work in Jobcentre Plus, we are now going further, to connect employment support more closely with skills support. We know that having a system which can better respond both to employer demand for skilled workers and to adults' skills gaps is crucial to boosting and sustaining employment.

To deliver a service that is fully effective in getting people back to work and helping them stay there and progress, we need to ensure that employment services recognise the importance of skills in helping people achieve sustainable employment by focusing on improving individuals' employability and transition into work. We are trialling integrated service delivery in 10 Jobcentre Plus districts, rising to 12 by the end of March 2009.

**...skills health checks...will identify each individual's strengths and any gaps in their skills, and provide an action plan to help them tackle barriers to employability...**

This includes new skills health checks, providing tailored advice to benefit claimants with skills needs. These checks will identify each individual's strengths and any gaps in their skills, and provide an action plan to help them tackle barriers to employability. Skills health checks will form a core part of the nationally integrated employment and skills system that will be in place by 2010/11.

Our goal is that in 2010/11 over 100,000 people will be helped to gain sustainable employment and to achieve a recognised qualification through an integrated sustainable employment and skills system; a goal that stands despite the economic downturn.<sup>29</sup>

### **Personalised support and clear expectations of those receiving benefits**

Tough economic times only make it more important that services provide the support and increased responsibilities that ensure everyone out of work gets a job – including those who face the biggest barriers to work. Welfare reform proposals seek to match clearer expectations on those receiving benefits with more personalised support to help recipients achieve their goals. For example, from October 2010, lone parents with children aged seven or over who are claiming benefit but able to work will be required to actively seek work. This change will apply to the 280,000 lone parents on Income Support with a youngest child aged seven or over.<sup>30</sup> As recommended by the Gregg Review, tougher conditionality will help reduce welfare dependency, tackle poverty and improve the long-term prospects of those in receipt of benefits, but it demands a more individualised approach – tailored to individual claimants.<sup>31</sup> To support these more personalised services, we are changing and simplifying the benefits system so it better provides the challenge all groups need to move into work.

The development of Employment and Support Allowance, which came in in the autumn, will change the benefits system so that it focuses on what long-term sick or disabled people can do, rather than what they cannot, and ensure they get the more personalised, specialist support they need to find work. Going further, our Welfare Reform Bill will increase the support given to more groups on benefits. This includes piloting a new approach for people still on Jobseeker's Allowance after two years who will participate in the 'Work for Your Benefit' programme in order to move them closer to paid work. To ensure no one on benefits is written off, services will work hardest for those out of work the longest.

We have also been piloting a new better off in work credit since October 2008, to ensure all long-term benefit claimants see a rise in their incomes when they return to work. We will roll this out nationally in 2009 if successful.

*...skills accounts will be extended nationally from autumn 2010 and provide access to around half a billion pounds of government funding for training...*

### **Personal advice for jobseekers**

More jobseekers will get individual support from a **Personal Adviser**. The Government is investing £500 million over the next two years to help people who are unemployed for six months or longer. This support will include more time with an adviser for anyone still unemployed after six months. This time could be spent reviewing job search activities and assessing how people could apply more effectively for vacancies.

More generally, we are supporting innovation in Jobcentres. For example in Scotland, following successful pilots in 2005, there are now Jobcentre Plus advisers in around 70 GP surgeries. They offer personalised services to patients and allow immediate access to employment and benefit advice for those patients whom GPs consider could benefit from a return to work.

### **Empowering people training, through skills accounts**

We will begin to introduce **skills accounts** in 2009 across England to give adults greater control over how they meet their learning and development needs. This personal account will enable people to access the most appropriate training for them, by allowing them to find out how much government funding is available to support their training, and connecting them to careers advice. From September 2009, skills accounts will be trialled across all regions of England. They will be extended nationally from autumn 2010 and provide access to around half a billion pounds of government funding for training. The accounts will be backed by a **new adult advancement and careers service**, which will use a new diagnostic tool to provide people with personalised support to develop their skills and further their careers. Through links with local partners we are providing people with personalised advice on childcare, employment rights, disability, personal finance and other issues which can act as barriers to learning.

### **A professional skills service and greater autonomy for Jobcentre Plus advisers**

We will give more flexibility to local areas and providers, including the private sector and to professional advisers to focus on getting people back to work.

Greater decentralisation to job centres and local employment partnerships is giving local areas greater power to work with local businesses and respond to different needs. Local Employment Partnerships continue to be a success. Despite the economic downturn and ahead of schedule, over 100,000 people have been helped back into work since the scheme was created in March 2007. We're aiming to help a further 200,000 jobless people back into work through the local partnerships in the next financial year.

The system needs to go further to empower professionals to address the barriers that keep people from work.<sup>32</sup> We know that personal advisers working closely with people out of work is crucial to ensuring they get the right services for their client and help them meet their responsibilities to get back to work. And frontline advisers are at the forefront of responding to different and changing needs of people looking for work.

Having created over 9,000 personal advisers, we are now looking at giving them greater powers and flexibilities to respond to their client. And, having embedded the world leading Jobcentre Plus, which integrates services for people out of work, across local areas, the Government's focus is now on building a professional, modern skills service that offers a better service to both employers and learners.

#### **Giving front line professionals greater freedom to respond**

Personal Advisers are quickly learning about the different and changing needs of jobseekers. Jobcentre Plus will therefore study how best to offer front-line advisers greater flexibility to develop more personalised back to work support for clients on benefits, particularly those disadvantaged in the labour market. The trials are in four districts, giving front-line professionals greater discretion to tailor support for up to 80,000 jobseekers over the next year – helping people back to work more quickly.

#### **A new National Apprenticeship Service**

From April 2009, a new National Apprenticeship Service (NAS) will provide a single point of contact for any individual or employer who wants to take up, or offer, an apprenticeship. The new service will have a dedicated staff of 400 people to support employers and apprentices through an apprenticeship, from initial interest, to completion and progression. It will drive the delivery of more than a quarter of a million apprenticeships. This will be the first time ever that there have been more than a quarter of a million apprenticeship starts and it will include a significant increase in public sector apprenticeships.

***...a new National Apprenticeship Service (NAS) will drive the delivery of more than a quarter of a million apprenticeships for the first time ever, starting this year...***



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# 5.0

## Policing and Justice: Putting Communities First

**Cutting crime and bringing offenders to justice are top priorities for local communities. People have the right to feel safe and secure in their neighbourhoods – particularly during tougher economic times – and to have confidence in their local police and court services. Our goal is that justice is done, and seen to be done, in every part of the country. Our reforms give local communities real guarantees over the standards they can expect from the police, more power to set priorities for their local police forces, and more say in the administration of justice.**

### Building on progress

**...crime has fallen steadily since 1995, with a further reduction of 18% achieved in the last four years...**

Crime has fallen steadily since 1995, with a further reduction of 18% achieved in the last four years, exceeding the ambitions the Government set out in 2004.<sup>33</sup> The risk of being a victim of crime is now at its lowest level since 1981.<sup>34</sup> Youth crime in England fell in 2007/08 with fewer young people entering the criminal justice system.<sup>35</sup> Owing to sustained real terms increases in police funding over the last decade, police numbers remain at record levels – with over 140,000 officers compared to 126,000 in 1997, combined with an additional 16,000 Community Support Officers, as well as wardens and other local safety staff employed by local authorities.<sup>36</sup> We have created 22,000 extra prison places in England and Wales to ensure that serious and dangerous criminals are sent to prison for longer.<sup>37</sup> However, there are serious problems such as knife crime in some of our cities, young people in gangs and binge drinking. We will act to tackle these problems where they arise, building on the overall success of the last decade.

**...every area has had its own neighbourhood policing team – with 3,600 across the country...**

Since April 2008, every area has had its own neighbourhood policing team – with 3,600 across the country. Police officers are now more visible and accountable to local communities, whilst decisions taken by judges and magistrates are also clearer to the public, with new high-visibility jackets worn by offenders doing Community Payback.<sup>38</sup>

We have made changes in the law and provided additional funding where necessary, such as thorough dedicated programmes to tackle gangs and knife crime.<sup>39, 40</sup> And over 1 million young people will be given access to workshops on the dangers of weapons over the next five years. To date, 64,000 young people have been through the workshops.

Community penalties are now a tough, viable alternative to custodial sentences: offenders carried out more than six million hours of compulsory unpaid work in 2007 – the equivalent of £33 million that has benefited local communities across the country.<sup>41</sup>

Tackling crime and anti-social behaviour through Family Intervention Projects has already proved its worth: for more than 85% of families, complaints about anti-social behaviour ceased or reduced and in 92% of families the risk to local communities was assessed as having either reduced or ceased completely by the time families left the project.<sup>42</sup> Family Intervention Projects work to turn around the behaviour of families and reduce their impact on their community. In so doing, they also bring stability to families' lives, prevent homelessness and improve opportunities for children. Over time we aim to extend this to around 1,500 families a year.

We have also devised projects to ensure better joint working across crime and justice agencies. For example, Operation Staysafe is a key part of the £100m cross-government Youth Crime Action Plan launched in July 2008.<sup>43</sup> Children and young people on the streets unsupervised late at night can be a risk to themselves and to others. Staysafe teams deal promptly and robustly with these groups by getting them off the streets and taking them to a 'place of safety', where the young person is assessed by local services and their parents are then contacted. Teams of Police and Children's Services come together to tackle and prevent youth crime, by identifying any underlying reasons why the young person is out late at night before these issues escalate into more serious criminal behaviour.

**...27% fall in alcohol-related violent crime over the last 5 years...**

In 2007 the Government published *Safe. Sensible. Social. The next steps in the National Alcohol Strategy*.<sup>44, 45</sup> Since then we have launched the critically acclaimed Know Your Limits campaign, increased enforcement on underage sales and alcohol related crime and disorder, and significantly increased support for local areas to tackle alcohol-related crime and hospital admissions. These measures have all added to the 27% fall in alcohol-related violent crime over the last 5 years.<sup>46</sup>

### **The next stage of reform**

To achieve our goal of strong communities with fair rules for all, we will continue to reform policing and justice – bringing power and responsibility for policing and justice closer to local people, freeing up police officers to spend more time out on the beat, and extending opportunities for local people to have a say over what happens in their local areas.

Over the last year, the foundations for this further stage of reform have been put in place. Last summer, the Government set out a vision for a new era of policing in which power is shifted radically down from Westminster to local people, service standards are improved and red tape is cut dramatically. At the same time, we have put in place practical ways of ensuring that local people can see that fair rules are being enforced and that the justice system is firmly on the side of the law-abiding public. Our reforms will drive up the visibility, accountability and performance of local police and justice services, whilst continuing to provide strategic leadership at the national level and by police forces.

### Empowering communities to cut crime

At the heart of the Government's ambition is to give communities more say and to enable them to make a greater contribution to justice and the fight against crime. Accountability for the police will shift further towards local communities, so that the public has a greater role in setting local priorities, has better information on crime in their area and what is being done about it, as well as clear national standards for what they can expect from their local police team. For example, in recent years, police forces have based their strategies and the deployment of officers on detailed, real time data maps of local crime patterns. The next stage in policing reform includes giving local communities this kind of information – through crime maps – so that they can hold police forces to account and feed intelligence back to local officers to help cut crime.

In the justice system, people will be given more say over the nature of community punishments in their area and more information about the sentences being given out for local crimes.<sup>47</sup>

***...in 2008 every police force in England and Wales signed up to the National Policing Pledge...***

#### **The Policing Pledge**

In 2008 every police force in England and Wales signed up to the National Policing Pledge which combines clear national standards for response times, visibility and availability, with local pledges based on local priorities.<sup>48</sup> Every member of the public will have the chance to attend monthly meetings to agree these priorities and discuss local concerns about crime. In July, Her Majesty's Inspectorate of Constabulary will begin to inspect police forces to ensure that the Policing Pledge is being met, with more transparency to the public about police performance. The Independent Police Complaints Commission will ensure that all forces respond appropriately to any complaints about the pledge not being met.

To see how the Policing Pledge is working in your area visit <http://campaigns.direct.gov.uk/policingpledge> and enter your postcode, or text PLEDGE and your postcode to 66101



**...crime maps will be used up to two million times this year...**

### **Crime maps**

New crime maps which show recorded crime in a local area will go national in 2009. By March 2009, Directgov will provide easy access to online crime maps, publishing monthly local crime information online for people to influence their local police services and hold them to account.<sup>49</sup> By the end of the year there will be a single national crime map. We estimate that crime maps will be used up to two million times this year.

Looking further ahead, the Government believes that extending information on crime patterns and the comparative performance of local police forces will become increasingly important to the drive to make communities safer and policing more effective and responsive. We will build on local crime maps and the publication of data, inspection reports and other sources of information on local policing and justice outcomes, to give citizens all the tools they need to hold the police and justice agencies to account. The forthcoming *Engaging Communities in Criminal Justice* Green Paper will set out further proposals in this area.

### **Safer Streets**

Safer Streets will be a nationally branded website provided by the Government directly to the public. It will include advice on how to keep safe in your area and pinpoint relevant local facilities. It will help the public engage with their Neighbourhood Policing Team and Local Council to request specific action to be taken, for example on CCTV or increased patrols. This initiative will develop alongside and link into, crime mapping and neighbourhood policing, ensuring consistency in the information given to the public.

At the same time, the police, prosecutors, courts and other parts of the justice system will work more strongly in partnership with local people to prevent crime and tackle anti-social behaviour. For example:

- 3,600 Community Crime Fighters will be trained in 2009: members of the public who are already involved in helping their communities, but who want to be trained for more advanced work acting as a link between the public and the police.<sup>50</sup>
- A series of initiatives is now underway to make people safer from crime, providing people with the best possible advice to protect their homes, and bringing together partners to keep burglary down. This includes a £20 million fund to help protect communities against burglary and help people strengthen their home security, targeting the 14% of homes without window locks, and the 18% without adequate doors; a new web-based tool offering a single-source of information on how best to protect your home from burglars, including a three-minute online scorecard to rate your home security and simple advice about how you can make your property safer; and joint anti-burglary projects like the Norwich Union/Aviva joint project with neighbourhood police teams in Norwich.<sup>51</sup>

- We are committed to supporting volunteering to help reduce crime and improve justice. On 3 March, Baroness Neuberger published her report on volunteering across the Criminal Justice System.<sup>52</sup> The Government response, published on the same day, welcomed the report. Thousands of volunteers already working in the Criminal Justice System make a huge contribution to reducing crime and re-offending, delivering justice and making our communities safer. The Government is looking at ways to improve this further by increasing the number of volunteers where appropriate and engaging volunteers from a wider variety of backgrounds.

### Empowering victims

The Government's commitment to hear the views of victims throughout the Criminal Justice System focuses on:

- the individual, through ensuring that the victim's voice is heard in their case, for example through the Victim Personal Statement; and,
- the collective, by enabling victims' experience of the Criminal Justice System to be represented at the highest level, through the appointment of the Victims' Champion and the future appointment of the Victims' Commissioner. A new Victims' Champion, Ms Sara Payne, has been appointed to ensure the needs and experiences of victims are fully represented in the justice system and justice agencies are challenged to improve.<sup>53</sup> We will seek to appoint a permanent Victims' Commissioner, with a duty to promote the interests of victims and witnesses, to keep the Code of Practice for Victims of Crime under review and to identify and promote good practice in the treatment of victims and witnesses. Additionally we intend that the Victims' Commissioner will chair the Victims Advisory Panel and will sit on the National Criminal Justice Board.

**...we will seek to appoint a permanent Victims' Commissioner, with a duty to promote the interests of victims and witnesses...**

### Supporting young victims

In the coming year we will ensure that local areas have better tools and support to provide services for young victims of crime. These projects will ensure those who need help will get practical and emotional support, from one-to-one sessions to group activities. By March 2010, we expect to have helped over 35,000 young people affected by crime.

### Giving communities more of a say

The forthcoming Engaging Communities in Criminal Justice Green Paper will set out the ways in which local people will be given more say in the justice system, including stronger links between the Crown Prosecution Service and local communities, and more local say in community payback punishments and how the scheme operates in their area.

We will also be promoting the role of asset recovery as an important tool in disrupting criminal activity and building community confidence and looking at giving communities more of a say in how assets seized from criminals are used.

**...the Home Office has introduced a single target for the police: to increase people's confidence that the crime and anti-social behaviour issues that matter to them are being tackled locally...**

### **Freeing up front-line police to cut crime and strengthening the workforce**

As local people are empowered to play a greater role in setting local priorities and holding the police to account, the Government will in turn ensure that police officers and other front-line professionals have the freedoms and capability to respond. In policing, the Home Office has introduced a single target for the police: to increase people's confidence that the crime and anti-social behaviour issues that matter to them are being tackled locally. We will strip away all other targets. This radical change is driven by the recognition that local communities have diverse needs and that after the significant sustained falls in crime over the last decade, the time is right to shift the balance away from central targets on overall crime and towards a greater focus on the most serious crimes and on local priorities for policing. To ensure that standards are maintained, Her Majesty's Inspectorate for Constabulary will have a sharper role in identifying and tackling under-performance in the police. Independent inspections with greater transparency for the public will start from April 2009. The National Policing Improvement Agency will play a stronger role in spreading best practice.<sup>54</sup>

Across the police and criminal justice system we will cut bureaucracy to give more time for professionals to focus on responding to local needs and enable agencies to work better together to fight crime and ensure justice is done.

The workforce is central to increasing public confidence in the police. By March 2010 we will have developed training for all new police constables in better service for the public. We are looking at how to balance the requirement that all officers should have broad professional knowledge of policing as a whole and the importance of training officers in specialist skills. The National Policing Improvement Agency is therefore helping forces to identify the best mix of skills of police officers and staff in order to deliver the best possible service for the public.

**...by June 2009 we will have set up a new National College of Police Leadership that will improve the development at all ranks from sergeant to chief constable...**

Police leadership is also vital to delivering public confidence. By June 2009 we will have set up a new National College of Police Leadership that will improve the development at all ranks from sergeant to chief constable. The Policing and Crime Bill currently before Parliament, which includes provisions to help strengthen the talent management of top police officers, and the top officers of the future.<sup>55</sup>

### **Freeing-up probation to focus on local communities and reduce re-offending**

For many types of offender, tough community-based punishments are the most effective way to reduce re-offending and protect the public. By establishing new Probation Trusts we are transforming the way probation services deliver high-quality community sentences to meet local need.

Probation Trusts encourage greater focus on local delivery and engagement, more effective use of limited resources and improved leadership. Trusts will have greater independence and flexibility to engage with a much wider range of potential providers in the local community and from the private and voluntary sectors. Local Delivery Units, the building blocks of the new organisations, will be empowered to find local solutions, aligned with other local delivery structures such as Crime and Disorder Reduction Partnerships. Our intention is for all suitable areas to have completed the transition to Trust status by April 2010.

*...forces will be able to cut their crime recording forms for up to 80% of crimes...*

#### **Cutting red tape for the police**

The coming year will be characterised by a major reduction in paperwork for police officers, moving towards our ambition of saving five to seven million hours of officer time each year, the equivalent of between 2,500 – 3,500 police officers. Police officers will no longer have to complete forms on each 15 minute working period of their shifts for a two week period every year. The stop and account form was scrapped earlier than promised and Forces will be able to cut their crime recording forms for up to 80% of crimes – with the potential to save 690,000 hours each year. New technology will also help. Mobile data devices can save officers up to 30 minutes per shift as they send and receive information while on the beat. Investment is being made to deliver an extra 30,000 by March 2010.<sup>56</sup>

*...a more effective form of offender management in which a lead professional ensures better continuity and better targeting of problems...*

#### **New Lead Professional roles to cut offending**

By April 2009, the Ministry of Justice will have developed options for extending the new approach to offender management and considered different models that build on the 'lead professional' concept and draw on the Drug System Change and Integrated Offender Management pilot projects.

We are committed to continuing to develop more effective ways of working with all offenders who receive custodial sentences of less than 12 months, seeking to drive efficiencies that would provide the flexibility to focus resources on those approximately 26,000 offenders who present the highest risks with the aim of reducing re-offending and improving communities' security.

Evidence clearly points to a subset of offenders, especially those on shorter sentences, typically with multiple problems and chaotic lives, for whom the chances of committing more crimes in the future can be significantly reduced by a more effective form of offender management in which a lead professional ensures better continuity and better targeting of problems, as well as cutting down on duplication and waste.

In developing its approach to local and joint commissioning for NOMS Agency and partners, the Ministry of Justice is also identifying the necessary precursors to exploring how Budget Holding Lead Professionals might be developed.

### Providing strategic leadership

Alongside empowering citizens and freeing up and developing front-line professionals, central government will continue to provide strategic leadership nationally.

- We will continue to improve how services work together to prevent crime. For example, through joint working between the police and children's services in initiatives such as Operation Staysafe. Police, other criminal justice agencies and local authorities will work more closely together, with measures such as the Integrated Offender Management pilot projects, including the London Diamond District pilots, in which agencies better pool budgets at local areas leading the way. For that group of offenders that have mental health needs, we will improve the commissioning of health services.
- The National Offender Management Service will continue to develop commissioning for prison and probation services, including joining up and contracting services better from a wide range of providers, including the third sector. We will also commence new approaches to tackle drugs use by better linking funding and commissioning across services.
- By strategically rebalancing the justice system so that it better serves the public, victims and witnesses, we will give victims and witnesses more protection and a stronger voice. The Government introduced a new sentencing framework in 2005 designed to give the courts a full range of powers to deal effectively with offenders and protect the public. We have established the Sentencing Guidelines Council to promote greater consistency in sentencing decisions, and we are strengthening it through the current Coroners and Justice Bill.<sup>57</sup> We will continue to develop problem-solving approaches in the courts, which aim to tackle the root causes of re-offending in areas such as drugs and mental health.<sup>58</sup> We will give victims and witnesses more protection and a stronger voice and we will look to roll out the principles of community justice taking forward the lessons from existing pilots.
- With the police, prosecutors, intelligence services, Serious Organised Crime Agency and other partners we will continue to prevent and reduce the threat posed by radicalisation, violent extremism and serious organised crime. This will include refreshing our counter-terrorism strategy (CONTEST) in spring 2009, developing higher quality intelligence about all national threats and continuing to strengthen the coordination of agencies in addressing these.
- Through an innovative public/private partnership, via the National Fraud Strategic Authority, we will bring in the first National Fraud Strategy to tackle the growing threat of some £20 billion lost every year, by improving joint working, bringing more fraudsters to justice and helping people to protect themselves better from fraud.

**...we will bring in the first National Fraud Strategy to tackle the growing threat of some £20 billion lost every year...**

#### Operation Tarian

Established in 2002, Operation Tarian brought together Welsh police forces to tackle serious and cross-border crime. Regional assets recovery teams worked side-by-side with Regional Intelligence Units, Special Branch and SOCA. The collaboration of the Welsh forces in tackling serious and cross border crime has achieved significant results: during 2007/08 Tarian has achieved a 100% increase in the seizure of heroin, a 30% increase in cash seizures, and a significant increase in understanding the threat posed by serious and organised crime.



# 6.0

## Empowering Local Communities

**To get the best out of public services, it is essential that they are joined up locally around the citizen, are responsive to local circumstances and, crucially, harness the capacities of communities to identify and solve their own problems. In this way we will make public policy more sensitive to 'place' – not only to recognise that places are different and need different solutions, but also to unlock the energy and creativity of people on the front line.**

To do this we need greater devolution and decentralisation not just to local councils, but crucially to individuals, families, community groups, and professionals working in local public services. And at the same time, it is important that national agencies continue to respond flexibly to local priorities.

### Building on progress

Over the past decade, towns and cities across the country have been regenerated and revitalised after a long period of neglect. Record sums have been invested in infrastructure and services for towns, cities and communities, creating new opportunities for people to live and work in high quality, sustainable places. We have invested in local government too, with a 39% real terms increase in government grants for revenue expenditure up to 2007/08 since taking office, and as a result it is more efficient and effective than ever. £3.45 billion has been saved through smarter working by councils over the last four years. Pooling or aligning budgets across public sector bodies will help focus effort and resources on the priorities that matter most in local areas, remove duplication and make the most of available funding.

Through the Working Neighbourhoods Fund we are building on progress to provide £1.5 billion between 2008 and 2011 to some of the most deprived neighbourhoods in around 65 local authorities in England, to help tackle worklessness.<sup>59</sup> Land has been brought back into productive use, which has in turn improved the quality of life for local people and provided a new generation of affordable homes. The creation of the Homes and Communities Agency (HCA) in December last year marked a step change, by bringing together for the first time expertise on regeneration with funding for affordable housing. The Government is aiming to deliver 70,000 affordable homes a year by 2010/11,<sup>60</sup> although given current market conditions it is impossible to predict outputs for that year with certainty. Through our planned new framework for regeneration, to be published in summer 2009, we want to shape the way that regeneration is carried out in the future in England – ensuring physical, social, and economic regeneration are planned and delivered together.

***...local government is more efficient and effective than ever. £3.45 billion has been saved through smarter working by councils over the last four years...***

**...new Local Area Agreements have set a clear basis for prioritising local action and local resources, while delivering on national priorities, such as carbon reduction...**

The new Local Area Agreements – essentially contracts between Local Government, its local partners and central Government – have set a clear basis for prioritising local action and local resources, while delivering on national priorities, such as carbon reduction. We have cut the number of local targets from around 1,200 performance indicators to a maximum of 35 agreed priorities per area – cutting bureaucracy and giving a focus on what really matters.<sup>61</sup> £5 billion of local money has been unringfenced – freed up from central controls so that it can be focussed on local and national priorities. New economic partnerships, called Multi Area Agreements, are driving action to tackle linked challenges – for example, on housing, transport and worklessness and skills – across local authority boundaries. Ten agreements have been signed and several more are in development.

But this devolution to Local Authorities and their partners is not enough. We also need to see devolution from Local Authorities and their partners to communities themselves. The ambitious proposals set out in the Government's recent White Paper *Communities in Control* sets out how we will both strengthen local democracy and devolve real power and decision making to individuals and communities.<sup>62</sup>

The capacity of third sector organisations to deliver excellent and innovative public services in local communities has significantly improved. Government investment in the third sector has doubled since 1997. The Compact, signed in 1998 between the Government and the third sector, sets out the code for a partnership which gives charities and social enterprises fair terms of engagement, while protecting the unique qualities of third sector organisations.

### **The Next Stage of Reform: citizen empowerment, new professionalism and strategic leadership**

Over the next year we will:

- implement the proposals in *Communities in Control*. Handing real power, influence, resources and assets to individuals and communities – with a particular focus on engaging and empowering tenants and young people;
- build on the strategic leadership role of local government, working with its partners, reducing bureaucracy and freeing up front line professionals to respond to local needs;
- continue to devolve decision making to local government and their partners to build and improve on the Local Area Agreements and Multi-Area Agreements and introduce agreements with at least two city-regions where cities increasingly take control of their own economic destinies;
- invest in the capacity of the third sector as a key partner in strengthening communities and promote the role of social enterprises as a business model to achieve social change.



**...community ownership is helping ensure assets are used to the greatest benefit for the local community...**

### Local people in control

Empowering local people is particularly important during difficult economic times – engaging them in the difficult decisions which need to be taken. Local people will be given more opportunities in the coming year to get things done for themselves. The transfer of community assets, such as disused buildings, from local authority to community ownership is gaining momentum. Community ownership is helping ensure assets are used to the greatest benefit for the local community, for example as a home for local social enterprises, providing a meeting space for local groups, and giving people opportunities to learn new skills. We will help more communities to get a chance to run their own assets.

Empowering people to put public buildings to better use: In 2009, we will improve the advice and support available for anyone involved in transferring buildings to community groups. An additional 30 local authority areas will be included in the transfer demonstration programme. Around 300,000 people are expected to benefit from using buildings where community groups have taken control.

Local citizens will also be given more influence over local decision-making. For example, stronger petitioning powers will enable more people to have their voice heard and help elected representatives do their jobs better. While participatory budgeting will enable more people to engage with prioritising public expenditure in an informed manner. In addition, the Local Transport Act 2008 gives enhanced powers to local authorities in England and Wales to secure better bus services for their communities, by working in partnership with bus operators. It also paves the way for a new statutory ‘champion’ for bus passengers in England – this role will be taken on by Passenger Focus, which already represents the interests of rail users. The Act also includes deregulatory measures which will benefit the community transport sector, helping it to expand its role.

Providing relevant information to service users is not only the right thing to do, it can also help drive reform and improvement. This is why we now require council, and fire and rescue service efficiency savings over the previous financial year to be published on all council tax bills and accompanying leaflets. Providing this information and the national average for comparison will help residents scrutinise their local council’s performance. We are also further extending this by reforming the way that councils and local service providers’ performance are assessed.

**... the new Comprehensive Area Assessments will reflect what local people themselves say about their experiences and how their expectations and priorities have been satisfied...**

The new Comprehensive Area Assessments – published in November this year – will reflect what local people themselves say about their experiences and how their expectations and priorities have been satisfied.<sup>63</sup> Results for every local area will be published on the inspectorate’s public website, so every citizen can see how well their area is doing and what is being done to make things better. The Comprehensive Area Assessments process will also ensure key information on the performance of all the services in a local area and will be published in one easily accessible place. A range of interactive maps and charts will enable scrutiny of local performance against national service indicators and allow citizens to compare performance with other local authority areas in England. In addition, pilot projects in

around 15 local authority areas will develop innovative ways to keep local citizens informed about services in their area, thereby empowering communities by making available the information they need. These pilot projects could provide better local information to up to an estimated 1.5 million people.

Publishing non-personal information in a way that it can be easily reused by others can also bring about real improvements in local services. We will publish easily accessible, simple raw data on the location of all cycling accidents on <http://innovate.direct.gov.uk/>. Web developers can use this data to develop tools that help people plan safer cycle journeys. Since October 2008 the Highways Agency has provided live traffic data feeds to Google™ so that their online mapping service can show real-time traffic congestion on the roads, helping road users to plan their journeys to avoid congestion. The Department for Transport are also actively researching the value and practicalities of making all non-personal road accident data freely available to the general public via a website.

### Social tenants in control

**...by 2010 we will have Choice Based Letting in place in all local authorities...**

Social tenants will be empowered to have far more of a say over where they live, the standard of homes they occupy and what their landlord does. Choice Based Letting is giving housing applicants more say over where they live by allowing them to choose their homes.<sup>64</sup> By 2010 we will have Choice Based Letting in place in all local authorities, with plans to go further to progressively include low cost home ownership and properties to rent from private landlords. The new Tenants Services Authority is putting more power in the hands of tenants – giving them the information they need to judge their services, and easier ways to complain. By the end of March 2009, all housing associations that own more than 1,000 homes will be required to have a resident on any board or committee delivering a service. National Tenant Voice will be set up later this year to make sure tenants have the knowledge and expertise to influence government, the Tenants Services Authority and others.<sup>65</sup> We already provide funding support to council tenants who want to take on the management of their homes or to consider the options for the future of their homes, including transfer to a tenant controlled housing association. We are preparing regulations that would require local authority landlords to co-operate with the option appraisal and transfer processes.

### Young People in control

Within the overall drive to empower communities we are giving a particular focus to young people. In every community we want world class places for young people to go. Projects in which young people really participate in the development, design and future running of youth services are an important investment in our community services, increasing access to and participation in positive activities.

We have committed £220 million for the Youth Capital Fund and the Youth Opportunity funds until at least 2011.<sup>66</sup> The funds are expanding to improve services in the most deprived areas. Taking this further, myplace is a multi – million pound government programme for improving youth facilities in response to clear demand from young people, parents and communities for more and better places for young people to go.<sup>67</sup> myplace will deliver £190 million of government capital investment in over three years through grants of between £1 million and

£5 million. Administering this once in a generation opportunity, the BIG Lottery Fund will only support those projects which promote partnership between local authorities, third, private and public sector partners to plan, deliver and operate financially sustainable youth facilities with and for young people.

**Cadet forces** are also helping build stronger communities, by transforming the attitudes, experiences and opportunities of young people. Every year 130,000 12-18 year olds enjoy the benefits of the cadet experience – developing team-work, self-reliance and self-esteem. Schools that take part benefit from a decrease in truancy and bullying, increased respect and commitment to learning, and a new aspiration to succeed. We continue to expand on this with six pilot schemes in, and new partnerships between, independent and state schools in London.

### **Strengthening and extending local leadership and partnerships between services**

Over the coming year, the responsibilities of local authorities and other local leaders will continue to need to grow. We are already giving local authorities more responsibility for regeneration, focused on helping people get back to work, and over local transport issues. By April 2009 every local authority will have worked closely with government to review and refresh their Local Area Agreement, which sets out how their performance will be assessed.<sup>68</sup> This will ensure the priorities and targets for each area continue to be the right ones, enabling local areas to identify and respond to new priorities emerging as a result of the economic downturn. Northumberland, for example, has responded by setting up an Economic Recovery Group consisting of the local authority and business groups.

**Joining up services in neighbourhoods:** We want to build upon the success of Local Area Agreements to enable flexibilities locally and join services together around shared aims. For example, from 2009 budgets and programmes will be brought together in 15 neighbourhoods to help raise young people's aspirations and educational attainment, supported by £10 million of new government funding.

We will build on the Multi-Area Agreement model and go further. In the 2008 Pre-Budget Report we pledged that we would announce agreements with at least two city-regions at Budget 2009. These agreements will centre on a set of new devolutionary proposals – negotiated on a tailored basis with local authorities in city-regions – to increase further their ability to drive economic growth and contribute to sustainable development.

**...we are establishing a Taskforce to look at how the frontline staff can be empowered to improve services and respond in turn to a more empowered public...**

Local leadership and the capacity of front line staff is critical in ensuring partnership working and greater devolution of responsibilities translates into genuine improvements in communities. Local and national Government will therefore continue to invest in the development of leaders and other staff. For example, we are establishing a Taskforce to look at how the frontline staff can be empowered to improve services and respond in turn to a more empowered public. Interim findings are expected by the end of 2009. Also, we will review the current provision

of leadership development for public service leaders in central and local government and make recommendations for improvement in line with the Government's public service reform objectives.

### **Building a robust third sector as local partners in delivering services**

In the downturn, third sector organisations face specific challenges; but also have enormous potential to provide valuable services to people locally and innovate in response to tough times. Support provided by the government action plan will increase the opportunities for the third sector to bid for contracts, including through the 'Right to Bid' to provide welfare to work services, going live in 2009.<sup>69</sup> In addition, the Compact between Government and the third sector will be refreshed to improve commissioning and engagement. We are also building the capacity of community organisations led by users to support wider public service improvements, such as giving patients and carers more choice and control in health and social care.

**...from April 2009 a new Modernisation Fund will help third sector organisations who want to restructure, merge or otherwise work together...**

**Supporting communities in need:** To help secure a robust third sector able to respond to new circumstances, over the coming year a £15.5 million fund will support community groups in the areas most at risk of increasing deprivation, as a result of the economic downturn, with an additional element to improve local joint commissioning. To create a more robust, efficient and high performing sector, from April 2009 a new Modernisation Fund will help third sector organisations who want to restructure, merge or otherwise work together.

**Enhancing the role of social enterprises:** Building on support for all third sector partners, we want to support the expansion of profession-led social enterprises – empowering public service professionals to set up social enterprises where they are able to bid to deliver more innovative public services. Public service professionals have a detailed knowledge of customer needs, but can be constrained by the need to achieve standardised levels of service, including inappropriate public sector bureaucracy. In health we are already supporting professionals to become social enterprise providers of public services, harnessing their innovative ideas and testing them in a safe environment. This is an innovative model and we are interested in exploring how it could be applied in other areas.



# 7.0

## Strategic government

*...the test for government is effectiveness, not whether it is big or small...*

**The role of the state and government will change over time. This partly reflects the progress made as a result of previous public service reforms. And it also reflects the position of the economy and the role of the state in addressing it. At a time of global recession as government increases its role in meeting new economic challenges, so too will there be some areas where it will play its role best by being less hands-on or by withdrawing altogether. The state must be flexible and strategic, adapting its focus over time. The test for government is effectiveness, not whether it is big or small.**

One inescapable responsibility of effective government is to establish new priorities, to guarantee national standards and to build up capacity within public services. Central government must not hesitate to take determined action in areas where poor results demand it – active government is the only true guarantor of social justice for all. However, where performance is stronger, or where radical innovation is needed, government has increasingly devolved control to others. This greater autonomy for professionals and front-line institutions is a driving force for service improvement and for joining up services locally. Therefore, while the Government has intervened forcefully, for example, to improve reading standards in schools and to tackle infections in hospitals, in many other areas we have been eager to devolve control, enhance the role of the private and third sectors and empower citizens and communities.

Looking to the future, it is clear that rising expectations, demographic pressures and other drivers of demand for public services will mean that the Government will need to continue to take a strategic approach in deciding which services need to be provided directly or exclusively by the state and in which it can achieve its goals more effectively by taking a step back. With reform accelerating and decent service standards increasingly secured for citizens, central government will focus on:

- setting standards and entitlements;
- driving productivity; and
- fostering innovation.

### Setting standards and entitlements

A smarter, more strategic state provides leadership on big challenges and puts resources in the right place. It then focuses on improving outcomes and acting to guarantee rights, standards and entitlements. It means that government leads an effective system where empowered users, incentives and accountabilities drive improvement. It means equipping people with far better, richer information and using new technologies and opportunities to foster a dialogue about public services and policy with citizens and professionals. It also means that delivery of services is responsive to local circumstances and priorities. Achieving all of this will demand a more accountable, co-ordinated and higher performing Civil Service.

## Focusing on outcomes, rights, standards and entitlements

During 2009, alongside a relentless focus on bringing the country securely through the global recession, government departments will continue to focus on delivering the 30 medium term objectives (the Public Service Agreements) that describe the most important outcomes that the Government has committed itself to achieve for citizens. The Public Service Agreements are focused on some of the biggest challenges facing the UK – from reducing child poverty to tackling climate change; from better health and well-being to housing and employment for all; from higher educational standards to reducing social exclusion. The Service Transformation Agreement, which underpins all of these, sets out our continuing commitment to improve the quality, efficiency and integration of public services. The Local Area Agreement framework plays an important role in linking these national outcomes to local priorities.

**...and it is why the Government has committed to reducing data burdens on front-line professionals by 30% by 2011...**

Meeting these challenges requires the combined engagement and efforts of central government, front-line professionals and citizens. And it demands a focus on the things that really matter. That is why, in setting the public service framework, the Government is looking to improve measures of public confidence, perceptions and experience, and has dramatically reduced the number of national targets. And it is why the Government has committed to reducing data burdens on front-line professionals by 30% by 2011. Successfully delivering on our ambitions across the breadth of the Public Service Agreements in 2009 will therefore lead not only to tangible improvements in people's lives, but to a major change in the relationships between central government, professionals and citizens.

In the future, the Government will not seek to prescribe how public service managers should change services. Nor will we seek to micro-manage complex systems of public services from Whitehall. Instead, most services will be given greater freedom to manage themselves, working with citizens to find the most effective and efficient ways to deliver improved outcomes. Many outcomes will be translated into the rights, standards, guarantees and entitlements that the public, and the business community can expect, rather than top-down targets.

However, enabling front-line professionals to respond to local priorities and circumstances does not mean that the public should ever face unacceptably low standards in their local services. Therefore, the Government will continue to insist minimum standards of service are met across the board, so that in parallel with offering greater freedoms, we will also intervene much more sharply in those services that fail to deliver decent minimum standards. Whilst our public services must be free to meet the standards to which people aspire, they must also operate in an environment that does not tolerate sustained failure to deliver.

## Delivering transparency

A focus on outcomes is only meaningful when it is combined with clear and reliable information on performance. Transparency that delivers accessible and useful information on the performance of services and the outcomes they achieve is at the heart of our strategy for improving public services.

The independent Power of Information Task Force published its report on 2 March. The report contained 25 challenging recommendations to government aimed at improving the use of information in this new world. The Task Force's work has been recognised internationally as providing a cutting-edge vision, with examples of what modern public service delivery might be.

The Government welcomes the task force's vision, accepts its overall messages and will be responding on the detailed recommendations shortly. We are already taking steps to implement this vision and in 2009 we will seek to deliver the following:

*...government will publish information about public services in ways that are easy to find, easy to use, and easy to re-use...*

**Open information.** To have an effective voice, people need to be able to understand what is going on in their public services. Government will publish information about public services in ways that are easy to find, easy to use, and easy to re-use, and will unlock data, where appropriate, through the work of the Office of Public Sector Information.

**Open innovation.** We will promote innovation in online public services to respond to changing expectations. The Government will seek to build on the early success of [innovate.direct.gov.uk](http://innovate.direct.gov.uk) by building such innovation into the culture of public services and public sector websites.

**Open discussion.** We will promote greater engagement with the public through more interactive online consultation and collaboration. We will also empower professionals to be active on online peer-support networks in their area of work.

**Open feedback.** Most importantly, the public should be able to have a fair say about their services. The Government will publish best practice in engaging with the public in large numbers online, drawing on the experience of the [www.showusabetterway.com](http://www.showusabetterway.com) competition and the [www.londonsummit.gov.uk](http://www.londonsummit.gov.uk), as well as leading private sector examples like [www.ideastorm.com](http://www.ideastorm.com).

### **Civil Service accountability and performance**

Strategic government also relies upon a Civil Service that is able to work in new ways, is better equipped to learn from the front line, is innovative and responsive to customer needs and works better across departmental boundaries.

The UK Civil Service has a long tradition of providing impartial advice and support to the government of the day and helping deliver improvements for the public. In the next few years, the service will need to have a sharper focus on outcomes, innovation and value-for-money.

The Cabinet Office and HM Treasury play a crucial role in managing each Whitehall department's financial competency, service delivery and organisational capability, and will make some important changes to this system in the next year in three areas:

*...we will develop and publish a new performance management scorecard...*

- **Simpler, more transparent department performance assessments.** A new performance management framework for departments will be introduced from autumn 2009 to ensure stronger accountability for government departments. And to ensure that performance is visible to the public, we will develop and publish a new performance management scorecard to show how departments are performing against government priorities – including value-for-money.



- **Better assessing departments' capabilities.** Capability reviews set out publicly the effectiveness of central departments in leadership, strategy and delivery. These reviews have been very useful in highlighting good and poor performance, but to reflect our changing focus, future reviews will give much greater weight to how effectively departments support innovation and build delivery systems that learn from the front-line and improve value-for-money.
- **Improving the quality of leadership and management.** Investing in high quality staff will be crucial to further improvements to the centre of government. With Civil Service employment falling for 16 consecutive quarters, the Civil Service continues to meet the challenge of doing more with less. We plan to link the new departmental performance management scorecard to Permanent Secretaries' appraisals. Over the next 12 months, we will review best practice in the management of poor performance, benchmark ourselves, and take action to ensure that the Civil Service standards are consistent with the best in class. In the autumn, we will also undertake a single Civil Service People Survey that will allow us to measure employee attitudes consistently across the Civil Service on a range of issues, including levels of employee engagement.

### Driving productivity

Across public services we have now put in place a far stronger set of levers to drive improved productivity and efficiency. At the same time as the Government is seeking to use public investment to support the economy, it is more important than ever that the Government ensures that investment is targeted on front-line services and that efficiency and value-for-money are pursued with increasing vigour.

The Government believes public spending has a crucial role in supporting the economy in a period where private sector demand is under pressure. We have built on the UK's automatic stabilisers, which are relatively strong by international standards, through recent actions to support the economy including raising the income tax personal allowance by £600 and support for homeowners and households facing rising energy bills. And at the Pre-Budget Report we announced a major fiscal stimulus comprising a temporary reduction to 15% in the VAT rate and the bringing forward of £3 billion of capital spending, as well as increased resources for Jobcentre Plus to ensure that public services play their part in helping families.

**...public sector net investment is planned to increase by around £10 billion in cash terms...**

This additional stimulus contrasts with government policy in previous downturns. For example, in the early 1980s downturn public sector net investment fell in real terms by over £5 billion between 1979/80 and 1982/83. In contrast the 2008 Pre-Budget Report plans showed that public sector net investment is planned to increase by around £10 billion in cash terms – from £30 billion in 2007/08 to £40 billion in 2009/10. By 2013/14 public sector net investment is forecast to be three times higher (as a share of GDP) than in 1997.

## Delivering greater efficiency

However, allowing spending to support the economy during the downturn does not mean going soft on value-for-money – far from it. At a time when budgets are under pressure right across the economy it is vital to look for improved efficiency in the way we deliver public services, to see there are transformational ways of changing services that also deliver savings, and to ensure that we pull out of areas in which we need no longer be involved.

Substantial reforms to back-office functions have already delivered real efficiencies. The Gershon programme was a successful top-down drive on efficiency within the public sector, which over-delivered against original targets, to deliver £26.5 billion savings between 2004 and 2008. Now we want to go further and deliver an additional £30 billion of savings in the current spending period plus a further £5 billion of value-for-money savings in 2010-11. This £5 billion of value-for-money savings will be cash-releasing. Together, these are equivalent to £1,400 per household that we will be able to reallocate to front-line services.

We know that our approach works and that it has delivered real savings, for example:

**...98% of benefits are now paid directly into citizens' bank accounts, providing a more convenient service while saving more than £1 billion over 5 years...**

- 98% of benefits are now paid directly into citizens' bank accounts, providing a more convenient service while saving more than £1 billion over 5 years.
- by renegotiating accommodation contracts for asylum support services and reducing the number of people housed in temporary emergency accommodation, the Home Office has saved £500 million while providing more stable accommodation for asylum seekers.

Building on this, all parts of the public sector are planning further savings, including the following:

- local government will achieve £4.9 billion of annual net cash-releasing efficiency savings by 2010/11 through business process improvements and collaboration initiatives, smarter procurement and better asset management;
- HM Court Service plans to make over £140 million in savings through modernising processes and making use of new technology.

But far from resting here over the coming years, two particular programmes will drive further change:

- the Operational Efficiency Programme (OEP) builds on private and public sector expertise to go further in achieving better value-for-money from cross-cutting areas of spending right across the public sector;
- the Public Value Programme (PVP) will explore a more tailored sector-specific approach to identifying smarter ways of doing business and taking wider policy decisions.

## Transforming operations

The Government's approach to improving value-for-money brings together a mixture of central and local innovation. Experience shows that both dimensions are required, for example:

- evidence suggests that better value-for-money can be struck by collaboratively procuring services across traditional organisational boundaries so that purchasers are using the collective muscle of the public sector to improve value-for-money and how services are delivered;
- there is unacceptable variation in the costs of standard services;
- there is a lack of transparency in the costs of back office functions such as finance and human resources that makes it hard for local and central managers to be sure value-for-money is being achieved; but
- there is a requirement for incentives and the space to innovate at a local level; local service leaders and front-line professionals are well placed to identify tailored ways to improve their organisations in order to meet the needs of their particular users and need to be given the freedoms, empowerment and accountability to do this.

This is the approach that we will build on in Budget 2009, with external advice from world-leading experts in innovation and efficiency supporting the transition to more strategic, leaner government.

## Asset sales

The Government has set out its ambition to dispose of £30 billion of surplus fixed assets between 2004/05 and 2010/11 having already sold £18.3 billion for reinvestment in new equipment and infrastructure by March 2007.

Gerry Grimstone is heading the asset strand of the Operational Efficiency Programme (OEP), and will be working with departments, agencies, and the Shareholder Executive to consider, for a number of government assets, the potential for alternative business models, commercialisation, new market opportunities and, where appropriate, alternatives to public ownership.

Budget 2009 will report on progress and will also take into account market conditions and the views of relevant stakeholders.

## Back office and IT

Martin Read, former Chief Executive of Logica, has identified substantial savings from 2010/11 onwards across the public sector through greater efficiencies in back office operations, including human resources, finance, estates, security, marketing, travel and legal services. For example, greater sharing of back-office operations can deliver substantial efficiency savings while still preserving the benefits of devolution in the provision of front-line services to the public. The shared services centre for 128 Prison Service Establishments is expected to deliver just over 30% savings in back-office operations and we know that further savings could be made in back-office operations across the public sector, as considerable cost variation still exists. For example, in areas such as human resources the cost per employee can vary by 300%.

**...the Government has set out its ambition to dispose of £30 billion of surplus fixed assets between 2004/05 and 2010/11...**

This builds upon existing work to help drive down the expenditure on corporate services across central government. For example, in 2009 the Cabinet Office and the Department for Children Schools and Families will share their back-office functions with the Department for Work and Pensions. Martin Read's work will also be particularly focused upon improving management information on back-office costs right across the public sector.

We will also look at improving the governance and accountability of major IT projects, improving management information on IT expenditure and increasing the standardisation and simplification of IT systems in order to drive down costs while maintaining or improving the delivery of public services. We know that significant savings could be made, as there remains a large variation in the cost of IT hardware and desktop support across the public sector.

### Collaborative Procurement

The public sector is potentially a very powerful purchaser with over £175 billion spent annually on external goods and services. Martin Jay, Chairman of Invensys, has identified substantial savings to be made from 2010/11 for the public sector when buying standard goods and services, (such as energy where there is currently a variation of more than 50% in the rate paid for one kilowatt hour of electricity across the public sector). This work is examining how better use could be made of the expertise and procurement infrastructure offered by professional buying organisations in the public sector.

**...the public sector is potentially a very powerful purchaser with over £175 billion spent annually...**

#### Better procurement of vehicles

Martin Jay has identified that greater collaborative procurement has the potential to deliver considerable additional savings. For example, as set out in the Pre-Budget Report 2008 four new cross-government deals covering vehicle purchase, vehicle leasing, glass and tyres will deliver at least £25 million in annual savings.

### Property

Lord Carter of Coles is leading work aimed at achieving greater efficiencies from the public sector's property holdings. He is analysing the size of the public sector property estate and where savings could be achieved. He will be making recommendations regarding the underlying mechanisms needed to achieve efficient management of the estate and considering the scope for rationalisation and running cost efficiencies as a result.

These measures to achieve operational efficiency will supplement measures to radically redesign systems around the needs of citizens and businesses and make better use of information technology to save money and provide better services. According to the National Audit Office only 1% of sole traders and small businesses believe that dealing with government has got easier over the last year. To respond to such problems, for example, all government departments are committed through the Service Transformation Agreement to halving the 'avoidable' contact (ie contact that adds no value) with public service contact centres. Secondly, departments are committed to rationalising the confusing proliferation of central government websites by migrating more than 95% of total identified websites offering citizen and business e-services, to Directgov and Business Link by 2011. The result of these measures will be that customers receive a more personalised service and less frustration, as well as saving staff time and money.

### Transforming systems

*...we are reviewing a number of key policy areas, focusing on value-for-money issues within individual areas of spending...*

Alongside these cross-cutting measures, we are reviewing a number of key policy areas, focusing on value-for-money issues within individual areas of spending (the Public Value Programme). The findings will mainly help achieve savings in the next spending review period, but will also contribute to achieving the additional £5 billion value-for-money savings in 2010/11. Budget 2009 will announce a package of further conclusions, building on savings already announced in the 2008 Pre-Budget Report such as £150 million in the Highways Agency.

#### Streamlining police processes – Operation QUEST

QUEST has delivered substantial operational savings alongside increasing public satisfaction and reducing crime. It has enabled participating forces to reinvest savings to meet local priorities. For example, a county police force released 30% capacity from its intelligence function, worth more than £300,000 a year, whilst simultaneously increasing service quality. Similarly, a large urban force released £1.8m per annum of officer time and its response time performance rose from 65% to 90% – improvements that have been sustained for more than two years.

14 forces have currently participated with a further four expected to start by summer 2009 and around half the Police Service will be involved by March 2010.

Twenty-one PVP projects have been agreed across 11 government departments covering health, education, transport, skills, defence, justice, development aid and environment. The PVP programme includes:

- **Health and social care:** Budget 2009 will set out the projected value-for-money impact of World Class Commissioning. Budget 2009 will also report on the scope to increase efficiency further in the hospital sector through the tariff prices paid by primary care trusts and progress on extending pricing to new areas of the health service.

**...the Ministry of Defence is driving efficiencies to find at least £2.7 billion in net cash-releasing savings between 2008/09 and 2010/11...**

- **Education:** Building on the success to date of Building Schools for the Future (BSF) and Academies, the PVP will inform decisions on the cost-effective delivery of strategic objectives through the schools capital programmes, including the roll-out of Waves 7 to 15 of BSF. The PVP is also assessing the deployment of teaching assistants and its impact on educational outcomes. The PVP has also developed the evidence base on how best to deliver the Government's long-term childcare objectives.
- **Welfare and skills:** The Department for Innovation, Universities and Skills is taking further steps to move to a more demand-led system for skills and will ensure that subsidies are targeted on raising demand in the most economically valuable areas.
- **Police and justice:** The Ministry of Justice will increase its use of competition to improve efficiency and effectiveness in the National Offender Management Service (NOMS).
- **Communities:** The Government's forthcoming regeneration framework will improve the efficiency of regeneration spending, including strengthening accountability for delivering improvements in economic growth and employment, providing clear regional prioritisation of capital investment and strengthening local coordination.
- **Defence:** The Ministry of Defence is driving efficiencies to find at least £2.7 billion in net cash-releasing savings between 2008/09 and 2010/11. At the same time, we will be ensuring that resources are delivered as much as possible to the sharp end of our activity – the front line. The Ministry of Defence is improving efficiency and prioritisation in all aspects of defence business, and taking advantage of technological gains to ensure forces have the best equipment. This work will build on the achievements of the last spending review in which the Ministry of Defence found innovative solutions in logistics, human resources, training and finance and delivered some £3 billion of efficiencies – more than the target – all of which was reinvested in front line services.

### Public sector pay

The government values its workforce and knows that it is the hard work of our nurses, doctors, teachers and police that is at the core of quality public services. During the current period of economic uncertainty, it is even more important that government focuses on delivering value from the investment it has made in the public sector workforce. The Government's pay policy is to ensure that settlements reflect the recruitment and retention position of the workforce, are affordable, provide value-for-money for taxpayers and are consistent with the achievement of the Government's inflation target. In addition, the Government is taking action to ensure the sustainability of all elements of the public sector total reward package. Recent reforms to public service pensions, including measures such as cost-capping and higher pension ages, will help to ensure the continuing affordability of these schemes.

### Fostering Innovation

Efficient, personalised public services require innovation to be part of everyday business. That requires an approach from government which incentivises and encourages learning, change and improvement but which does not crowd out local innovation with over-powering central direction. We know from the experience of our growing social enterprise sector that a focus on outcomes is critical.

Innovation starts with a responsiveness to the public and to users. More and more, the public's ideas, ambitions, aspirations and resources are the source of inspiration for how public services can change. We must therefore help unlock a different kind of relationship between public servants and citizens. Choice and competition are important ingredients. But we must add to this a culture in which we move beyond consultation to conversation and collaboration. Third sector organisations have often proved some of the most innovative because of their relentless focus on their users and their willingness to have a dialogue leading to change, rather than a culture of 'we know best'.

Second, we know public services are full of talented and passionate teams who are committed to radically improving the services they deliver. But processes and systems can sometimes prevent good ideas from taking root and spreading. Innovators at all levels of public services – local leaders, service professionals, social entrepreneurs and citizens themselves – need more incentives and support to flourish.<sup>70</sup>

Third, we have to make sure that government at the centre is supporting not suffocating innovation. In the spring, the Government set out its ambition for the UK to be the best place in the world to run an innovative public service.<sup>71</sup> Now, in difficult economic times, new approaches will be even more vital to improve the efficiency and quality of services, tackle strategic challenges like an ageing society, and build new kinds of services for a new global economy.

***...commissioners will explore new ways of paying service providers on the basis of the outcomes they achieve rather than the 'activity' they undertake...***

#### **New incentives for innovation**

Commissioners, such as Children's Trusts, and primary care trusts will explore new ways of paying service providers on the basis of the outcomes they achieve rather than the 'activity' they undertake. This should stimulate more innovative approaches to preventing problems arising such as commissioning year-long care for diabetes patients rather a series of separate episodes of care, encouraging fewer emergency admissions to hospital.

#### **Incubating radical innovation in public services**

The Public Service Innovation Lab, due to be launched by the National Endowment for Science Technology and the Arts, will trial and test the most radical approaches to public service innovation. Innovative approaches will be focused on addressing long-term challenges, such as an ageing society and climate change. NESTA will put up an initial £4m and hopes to receive additional funding from other sources, including government departments.

### **Spreading a culture of innovation from Whitehall to the front line**

The messages provided by the Civil Service can still too often create a culture of compliance. Therefore, alongside specific new incentives and support, assessments of departmental capability and performance will give greater weight to their ability to support and inspire innovation. A Whitehall Hub for Innovation in the National School for Government will support this drive. The Department for Innovation Universities and Skills continues to coordinate a network of policy makers in Whitehall concerned with innovation in public services and the Cabinet Office will play a strong role in ensuring that innovation is central to the Government's overall public services reform strategy.

### **Harnessing the innovation of citizens**

Changes in people's expectations and knowledge, combined with technology are revolutionising the way people find solutions to problems and support each other.

Much innovation in society is undertaken through new channels such as online communities. For example, hundreds of thousands of people share practical ideas through sites such as netmums.com or moneysavingexpert.com. These channels could enable the public to engage with government much more effectively.

In the next year, the Government will therefore move further from traditional one way consultation to a genuine two way conversation and collaboration with citizens, communities and professionals as policies on public services are developed.

This year DirectGov will be building on the success of showusabetterway.com – a call for ideas about improving the way public information is communicated. It will explore new ways for harnessing the general public's ideas for improving services.

The Government will also continue to give the public more opportunities to drive improvements in local services by giving them a stronger say in how services are run and providing more comments and feedback on performance. As outlined above, patients will have new opportunities to provide comments on GP practices through NHS Choices, and parents will have more opportunities to provide comments and feedback on the performance of child care providers.

### **Harnessing the innovation of front-line public servants**

Front-line staff, managers and leaders are better connected than those in central government to what people need, know and want. Policy making that incorporates front-line insights can help ensure that policy is practical, effective and relevant.

***...the Government will therefore move further from traditional one way consultation to a genuine two way conversation and collaboration with citizens, communities and professionals...***



Experience over the last year of working collaboratively with front-line staff, such as the involvement of over 2,000 NHS staff in developing the NHS Next Stage Review, clearly demonstrates the power of building policy from the front line upwards.

Research commissioned by the Cabinet Office and carried out by the Sunningdale Institute will be published on 26 March 2009.

This will set out ideas for how to achieve better front-line engagement through initiatives such as:

- embedding of the use of front-line insight in the way we measure skills and competences and performance manage policy professionals;
- developing a new core curriculum for policy work at the National School of Government; and
- capturing insights through use of professional networks.

We are putting in place mechanisms to ensure delivery of these recommendations and are asking departments to establish better ways of engaging with the expertise of those working at the front line.

Our drive for radical innovation in response to the downturn will be complemented by new local incentives on all services to deliver greater value-for-money. That means going further to work with staff at the front line to help them innovate; finding their own solutions to cutting bureaucracy, redesigning services and focusing spending where it is most needed.

As part of HM Treasury's Operational Efficiency Programme, the Government has asked Sir Michael Bichard, a former local authority chief executive and Permanent Secretary and now Executive Director of the independent Institute for Government, to explore where we can go further to help local areas and professionals improve value-for-money.<sup>72</sup> At Budget 2009, he will bring forward proposals, including:

- **Better frontline engagement and service redesign:** encouraging public sector professionals to innovate and come forward with their own ideas on how to cut waste and continually improve services, along the lines of 'lean' initiatives and other successful programmes such as Operation Quest in the Police.
- **Greater joint working in local area:** services' performance management systems and accountability arrangements could better encourage greater joined up working across services in a local area, reducing duplication and leading to service improvements and efficiency savings.
- **Identifying and cutting unnecessary bureaucracy:** examining how central government can go further to continuously identify and cut bureaucratic burdens on the front-line.

*...our drive for radical innovation in response to the downturn will be complemented by new local incentives on all services to deliver greater value-for-money...*



## Annex: Selected Milestones

These are selected milestones, which are indicative of changes we expect to see across public services.

### Key

DH = Department of Health

DCSF = Department of Children, Schools and Families

DWP = Department of Work and Pensions

DIUS = Department of Innovation, Universities and Skills

HO = Home Office

MOJ = Ministry of Justice

CLG = Communities and Local Government

Service	Action	When	Owner
Health and Social Care	<b>The NHS Constitution</b> has been launched nationally and the Government is seeking powers in the 2009 Health Bill to underpin the Constitution.	21 January 2009	DH
	<b>Identifying and addressing poor performance</b> – a new Performance Framework for NHS providers to identify underperformance and ensure swift remedial action is taken. The new health regulator, the Care Quality Commission, which will come into being on 1 April 2009.	2009	DH
	<b>Maternity choice</b> will be improved.	2009	DH
	<b>Health care in your own home</b> – increasingly services as varied as maternity and cancer care will be offered to patients in their homes at their convenience.	Ongoing	DH
	<b>Treat me as a person</b> – a network of over 5,500 Dignity Champions will lead improvements in the dignity of care offered to older people.	Ongoing	DH
	<b>Enabling patients to have their say</b> – patients will be able to make visible comments on GP services on NHS Choices.	2009	DH
	Greater investment in adult social care, enabling those who are eligible, and those who want one, to have a <b>personal budget</b> .	2009-2011	DH
	<b>Personalised Care Plans</b> will be offered to up to 15 million with long term conditions by 2010.	December 2010	DH
	Pilots of <b>Personal Health Budgets</b> are expected to be running in a number of Primary Care Trusts.	Summer 2009	DH

Service	Action	When	Owner
Health and Social Care	<b>Vascular health checks</b> – it is estimated that around a million people will receive a health check of this type by April 2010 in GP or pharmacy settings.	April 2010	DH
	We anticipate around 135 of the planned 152 <b>GP-led health centres</b> will be open by the end of the year.	End of 2009	DH
	<b>Productive Ward Programme</b> will be spread rapidly across Trusts and wards in 2009	2009	DH
	<b>Nursing Commission:</b> The Prime Minister and Secretary of State for Health are launching a commission on the future of nursing and midwifery.		
Education	<b>1-2-1 tuition:</b>		DCSF
	— Up to 36,000 10 and 11-year-olds receiving up to 10 hours of one-to-one tuition in either English or Maths in the spring and summer terms of 2009.	Summer 2009	
	— From September 2009, funding available to support up to 140,000 pupils in English and the same number in mathematics. This support will predominantly reach pupils aged 7-14.	From September 2009	
	— By 2010/11 we will be providing funding to support 300,000 children a year in English and the same number in maths.	2010-11	
	— In 2010/11 one to one tuition will be offered as an entitlement to any pupil who is already behind and not making sufficient progress at the age of 7.	2010-11	
	All secondary school pupils will have a <b>personal tutor</b> .	By September 2010	DCSF
Extending free <b>childcare places</b> for two year olds to reach 23,000 children in 2009 – with all local authorities delivering free places by this September.	September 2009	DCSF	
A new <b>childcare comparison website</b> providing information on price, quality and parental views.	Early 2010	DCSF	
3000 <b>Children's Centres</b> by the summer on the way to 3,500 children's centres by 2010, one in every local community, to serve up to 2.8 million young children and their families.	2009	DCSF	

Service	Action	When	Owner
Education	12 pilots of innovative ways of delivering <b>alternative education</b> through the use of private sector providers and organisations such as Rathbone, Barnardo's, the Prince's Trust, and Kids' Company.	2009-2011	DCSF
	We will release further development funds to enable the Young Foundation to work with seven local authorities and with the Department for Children, Schools and Families to develop proposals for <b>studio schools</b> , with a view to announcing the first wave of projects in the summer.	2009	DSCF
	Up to 4,000 – 5,000 teachers could participate on the <b>Masters Qualification in Teaching and Learning</b> programme in 2009/10.	2009	DCSF
	500 challenging schools will be eligible to offer a £10,000 <b>golden handcuff</b> to attract up to 6000 teachers from September 2009.	September 2009	DCSF
	We expect 25 National Challenge schools to be turned into Academies, and 25 into National Challenge Trusts.	2009	DCSF
	No child goes to a school where fewer than 30% of students achieve five good GCSEs, including English and mathematics.	2011	
	Up to 80 more <b>Academies</b> opening in 2009.	2009	DCSF
	Up to a further 100 <b>Academies</b> in 2010, bringing the total to up to 313 on the way to 400.	2010	
	Working with our partners, develop a <b>new fast-track course</b> with competitive entry for those wishing to become teachers, shortening the length of time it takes to achieve Qualified Teacher Status to just six months for successful candidates.	2009	DCSF
	Develop a new fast track career pathway with competitive entry – the <b>Accelerate to Headship programme</b> – to enable outstanding people to progress rapidly towards school leadership in four years.	2010	DCSF

Service	Action	When	Owner
Welfare and Skills	<b>Rewarding responsibility</b> – from October 2010, lone parents with children aged 7 or over who are claiming benefit but able to work will be required to actively seek work. This change will apply to the 280,000 lone parents on Income Support with a youngest child aged 7 or over.	October 2010	DWP
	From September 2009, <b>skills accounts</b> will be trialled across all regions of England. A <b>new Adult Advancement and Careers Service</b> will be operational from autumn 2010, to provide personalised advice and guidance.	September 2009	DIUS and DWP
	There will be an extra 35,000 <b>apprentices</b> by April 2010. From April 2009 a new <b>National Apprenticeship Service</b> will have a dedicated staff of 400 to support employers and apprenticeships.	April 2010	DIUS
	40,000 new European Social Fund funded 2-8 week employability courses.	April 2009	DIUS
	75,000 new Further Education places.	April 2011	DIUS
	Jobcentre Plus will study how best to <b>offer front-line advisers greater flexibility</b> to develop more personalised back-to-work support for customers on benefits, particularly those disadvantaged in the labour market. The trials are in four districts, giving front-line professionals greater discretion to tailor support for up to 80,000 jobseekers.	2009	DWP
Police and Justice	As part of the <b>Policing Pledge</b> from January 2009 every neighbourhood policing team is organising monthly public meetings and by the end of 2009 every member of the public will have had the opportunity to attend monthly meetings held by each of the 3,611 neighbourhood policing teams in England and Wales to agree local policing priorities	January 2009	HO
	New crime maps that show recorded crime in a local area will go national	December 2009	HO
	Directgov will provide easy access to online <b>crime maps</b>	March 2009	HO and COI
	We estimate that up to 2 million people will access crime maps	2009	HO and MOJ

Service	Action	When	Owner
Police and Justice	35,000 young victims will be provided with more <b>personalised support</b> .	March 2010	MOJ
	<b>Victims Commissioner appointed</b> via open recruitment when we have amended the legislation.		MOJ
	The Engaging Communities in Criminal Justice Green Paper will set out the ways in which <b>local people will be given more say</b> in the justice system, including stronger links between the Crown Prosecution Service and local communities, and more local say in <b>community payback punishments</b> and how the scheme operates in their area.	Spring 2009	MOJ, HO and AGO
	Throughout 2009, we are taking actions to <b>cut bureaucracy and reduce red tape</b> :		HO
	— Forces will be deliver against the single, national target on confidence	Throughout 2009	
	— Scrapping the annual police activity analysis form – a police timesheet – will free up an estimated 260,000 police hours to focus on cutting crime and driving up public confidence	December 2009	
	— Forces will be able to cut their crime recording forms for up to 80% of crimes and cut out entirely their use of the Stop and Account form, saving 690k officer hours p.a	December 2009	
	— 10,000 extra hand-held devices are now available with a further investment made to deliver 30,000 devices. This £80m investment will save officers up to 30 minutes per shift	March 2010	
	— There will be regular meetings of Jan Berry's group of frontline officers and police staff, to act as a protection against new police bureaucracy	March 2010	
New training will be developed for all new police constables in better customer service.	March 2010	HO	
Options will be developed for extending the new approach to offender management, considering different models that develop the <b>'Lead Professional'</b> concept.	April 2009	MOJ and OGDs	
Four further police forces will participate in <b>operation QUEST</b> . Currently an average of 10-20% extra resource is available for reallocation.	Summer 2009	HO	
Half of police forces will participate in <b>QUEST</b> .	March 2010	HO	

Service	Action	When	Owner
	<b>Victims and witnesses will be given more protection</b> and better and a stronger voice and the Government will look to roll-out the principles of community justice.	2009	MOJ
	Renewal of <b>CONTEST</b> counter-terrorism strategy.	Spring 2009	HO
	As part of the <b>Policing Pledge</b> from January 2009 every neighbourhood policing team is organising monthly public meetings and by the end of 2009 every member of the public will have had the opportunity to attend monthly meetings held by each of the 3,600 neighbourhood policing teams in England and Wales to agree local policing priorities.	January 2009	HO
Communities	<b>Empowering people with better information:</b> From May 2009 everyone will have access to a new range of online information for their local area, through a range of interactive maps and charts, enabling residents to view performance information on local area agreement targets in their area and in other local authority areas in England.	May 2009	CLG
	<b>Timely Information pilot projects</b> in around 15 local authority areas could provide better local information to up to an estimated 1.5 million people. These will develop innovative ways to keep local citizens informed about services in their area.	Starting 2009	CLG
	All local authorities to be operating <b>Choice-Based Lettings</b> schemes by 2010.	2010	CLG
	On current trends, we will see <b>participatory budgeting</b> being used in up to 40% of LAA local authority areas by the end of 2009.	By end of 2009	CLG
	Over the coming year a <b>£15.5 million fund will support community groups</b> in the areas most at risk of increasing deprivation, as a result of the economic downturn, with an additional element to improve local joint commissioning.	From April 2009	OTS
	To create a more robust, efficient and high performing sector, from April 2009 a new <b>Modernisation Fund</b> will help third sector organisations who want to restructure, merge or otherwise work together.	From April 2009	OTS
	Building on support for all third sector partners, we are focusing on expanding <b>profession-led social enterprises</b> .	2009-2010	OTS and OGDs



Service	Action	When	Owner
Communities	During 2009/10 over 100 projects in more than 50 local areas will be participating in programmes supporting the transfer of assets including through the £30 million <b>Community Assets Programme</b> , and the extension of the Advancing Assets demonstration programme.  It is estimated that 300,000 people will benefit in 2009/10 through <b>community engagement supported by the Asset Transfer Unit</b> .	2009-2010	CLG and OTS
	A further 6 <b>Multi-Area Agreements</b> are expected to be ready for sign-off later this year.	2009	CLG
	<b>Right to Bid</b> is going live from 2009	2009	DWP
	The <b>Inspiring Communities</b> programme will bring together budgets and programmes in 15 neighbourhoods around raising the aspirations and educational attainment of young people.	2009	CLG
Central Government	Continue to focus on delivering the <b>30 Public Service Agreement</b> outcomes.	April 2011	All Departments
	Increase the <b>transparency of government information</b> , responding to the Power of Information Taskforce.	Spring 2009	CO
	Introduce a new <b>departmental performance management scorecard</b> .	Autumn 2009	CO and HMT
	Deliver <b>£35 billion value for money savings</b> in the current spending period.	April 2011	HMT
	Set out <b>further approaches to delivering value for money</b> .	Budget 2009	HMT
	Spread a <b>culture of innovation</b> in Whitehall.	December 2009	DIUS, CO
	Set out better ways of <b>engaging the front-line in policy making</b> .	March 2009	CO

## Endnotes

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2. As part of this government's agenda to harness the energy and innovation of communities at a more local level, we have devolved significant powers to the Scottish Parliament, the Northern Ireland Assembly and the National Assembly for Wales. As a result of this devolution the people of Scotland, Northern Ireland and Wales have devolved administrations and legislatures with real power to make local decisions that reflect the needs of their particular communities and respect their traditions. Delivery of public services is in some cases the responsibility of the Government across the whole of the United Kingdom, or of Great Britain, for example Jobcentre Plus. In other cases it is the responsibility of the respective devolved administration concerned. While this document highlights common values and themes that run across our communities, many of the areas of policy delivery highlighted focus on England.
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9. 71% of GP practices now offer extended opening hours, up from just 12% last April.
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Publication date: March 2009

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Ref: 292975/0309

Prepared for Cabinet Office by COI Communications