



From New Council to We're Kirklees

Designing our Organisation

Part 1 – Building the Concept



Organisational Design – the Proof of Concept exercise

1. Executive Team have been considering how to best shape our organisation to meet new challenges and support **'We're Kirklees'**.
2. ET agreed in July to establish a 'Proof of Concept' exercise to look at elements of **a new Design or Operating Model** for 'We're Kirklees' – **ways of working and interconnections, rather than just structures.**
3. This has involved a small group (Steve Brennan, Jill Greenfield, Keith Henshall, Jane Lockwood, Georgina Robinson and transformation team) doing some initial work.
4. ET felt it vital that we also engage wider, with:
 - A cross-section of staff – in a couple of sessions in August and September – to check and challenge what is emerging.
 - Local leadership teams to take on their thinking into the exercise. Discussions again arranged for August and September.
5. **The work built on concepts and cultures already being developed in different service areas, seeking to widen these across the whole organisation, and build the foundations for widening further across partnerships.**



Where we want to be – the Corporate Plan



We're Kirklees is the way we describe the next phase of our journey to change the way we work, whether that's internally within the Council or with people and our partners, to make Kirklees an even better place to live, work, visit and invest.

Working *with* people not doing *to* them

Working together with people and communities to solve problems and make the most of opportunities is at the heart of the way in which we will work. We want to remove barriers so that we can develop solutions together, and engage people and build relationships based on trust to create positive change. It is our role to facilitate and enable, to create the right conditions for improving opportunities and outcomes.

Place-based working

Place-based working helps us translate our principles and outcomes into action and impact. The people and places of Kirklees are complex and varied. We're home to very different places, and people identify not just with communities but with causes, creeds and common interests.

Working with partners

Businesses, the voluntary and community sectors and public bodies all have a part to play in achieving our shared outcomes. We are stronger when we share our knowledge, skills and resources, and we will continue to work together, for the wellbeing of all Kirklees residents.



Where we are

We are not the same as other authorities, but there is some learning to help us – e.g. lessons from Wigan’s ‘Deal’ are not dissimilar to our thinking:

- Bring a core multi-agency team together in a place - share knowledge and skills
- Work in the best interests of the place and the people – change the system to meet them
- **Have different conversations with residents**
- Know the community
- Take a common sense approach to supporting people to help themselves
- **Understand the value of each interaction**
- Leadership, active involvement at all levels and full stakeholder engagement across the locality
- Whole System Thinking approach needs to be taken

These lessons can help shape our approach to the further ‘transformation’ of our Council.

The ‘concept’ we are testing stems from several building blocks:

1. The idea of a ‘Outcomes-Focused Council’, working with people and using

- Intelligence and Insight on which to base decisions on planning and delivering services
- A more sophisticated approach to Resourcing and Budgets – based around Outcomes and Places, not our Services

2. Working with Partnership, including

- Putting councillors at the heart of the organisation and partnerships
- Building healthy and equal relationships with other Public agencies, the VCS and business sector, and local places, involving different approaches to delivery, commissioning and public engagement

3. Place-Based working being central to

- A real ‘transformation’ of the Council, in culture, policy, process and people – to focus all its efforts on delivering opportunities and outcomes
- The Operating Model for the Council – working differently, pro-actively, and looking at the **‘Whole System’**

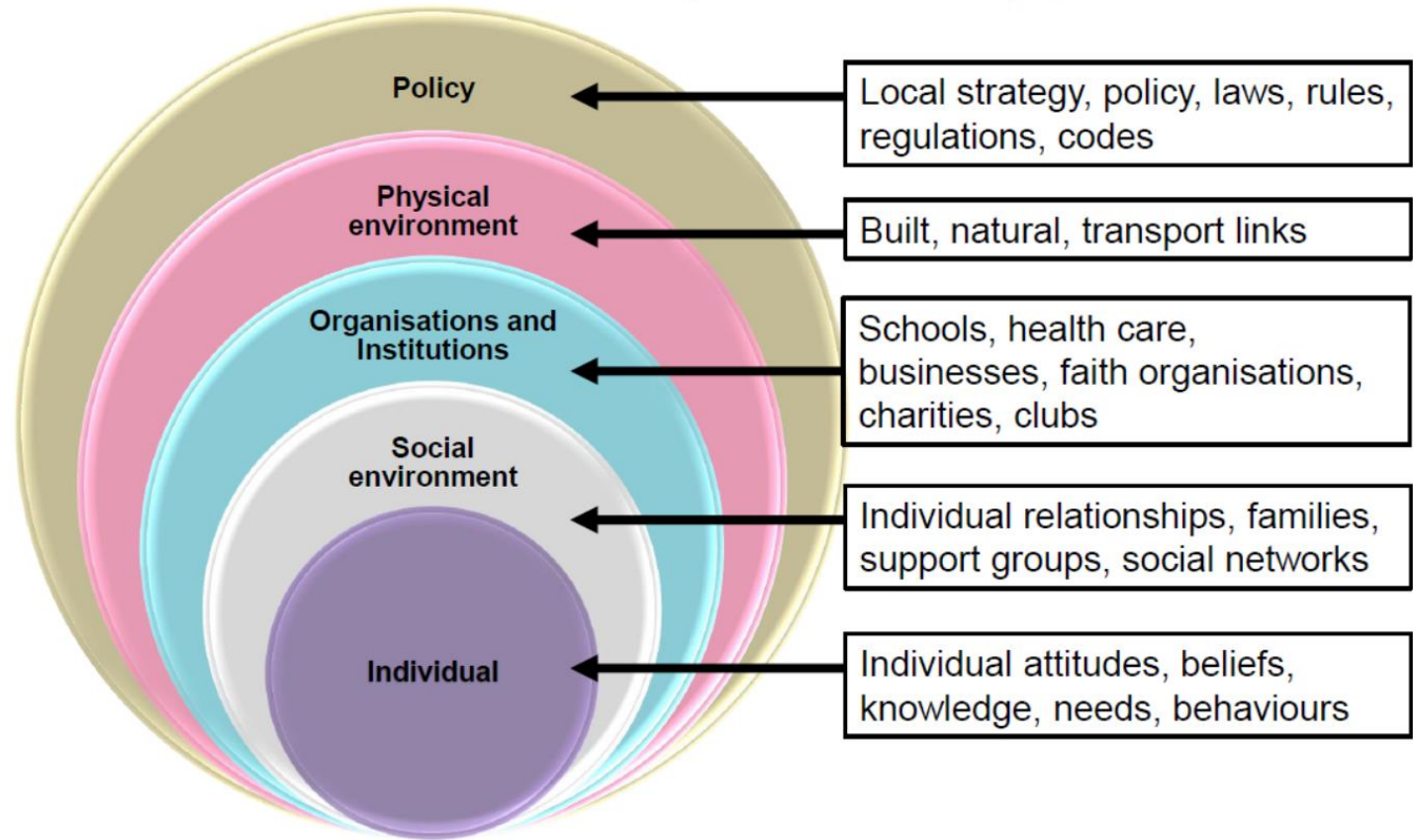


What does 'Whole System' really mean?

People's issues are now often 'systemic' - more complex, with multiple causes, interconnecting health, economy and society - and we are more aware of complexity.

We are now as much, if not more, about managing *systems*, as managing services.

Calderdale have a good take on it – from their work on designing for 'Physical Activity':

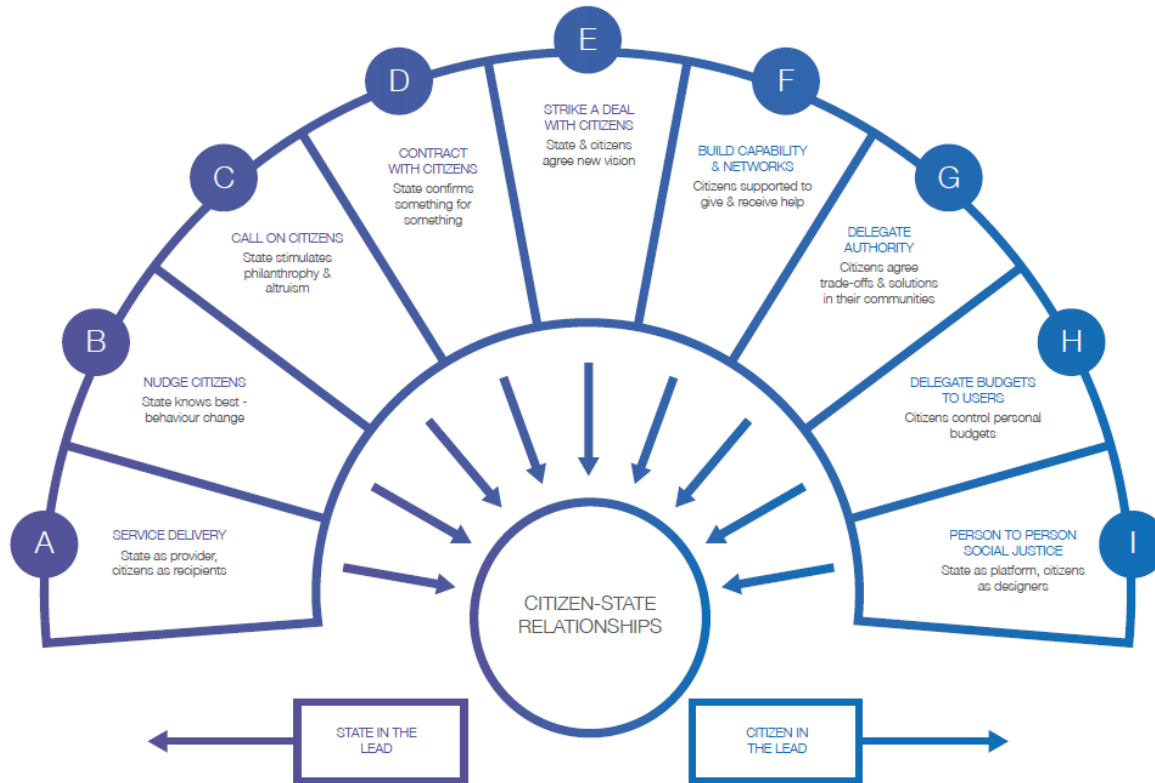


Source: Socio-Ecological Model

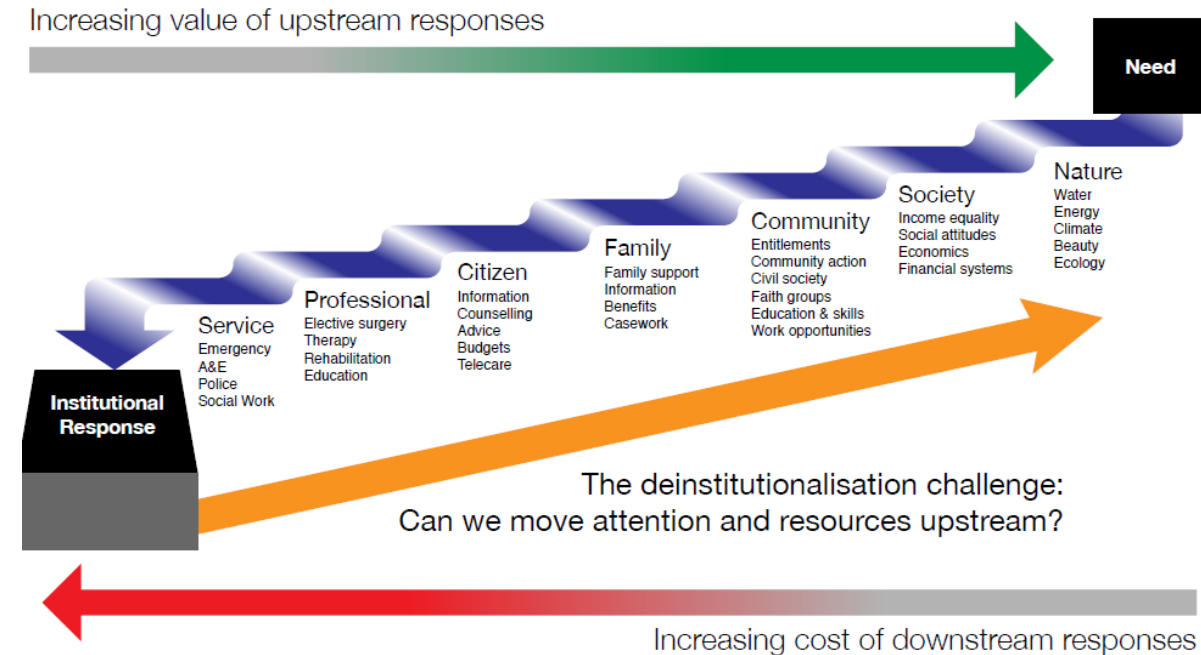


What is the end game – beyond the austerity agenda...

Active Citizenship – working with (not doing to or for) and being at various points along the spectrum, i.e. not just Service Delivery at (A). This is from the work of the Kirklees Democracy Commission.



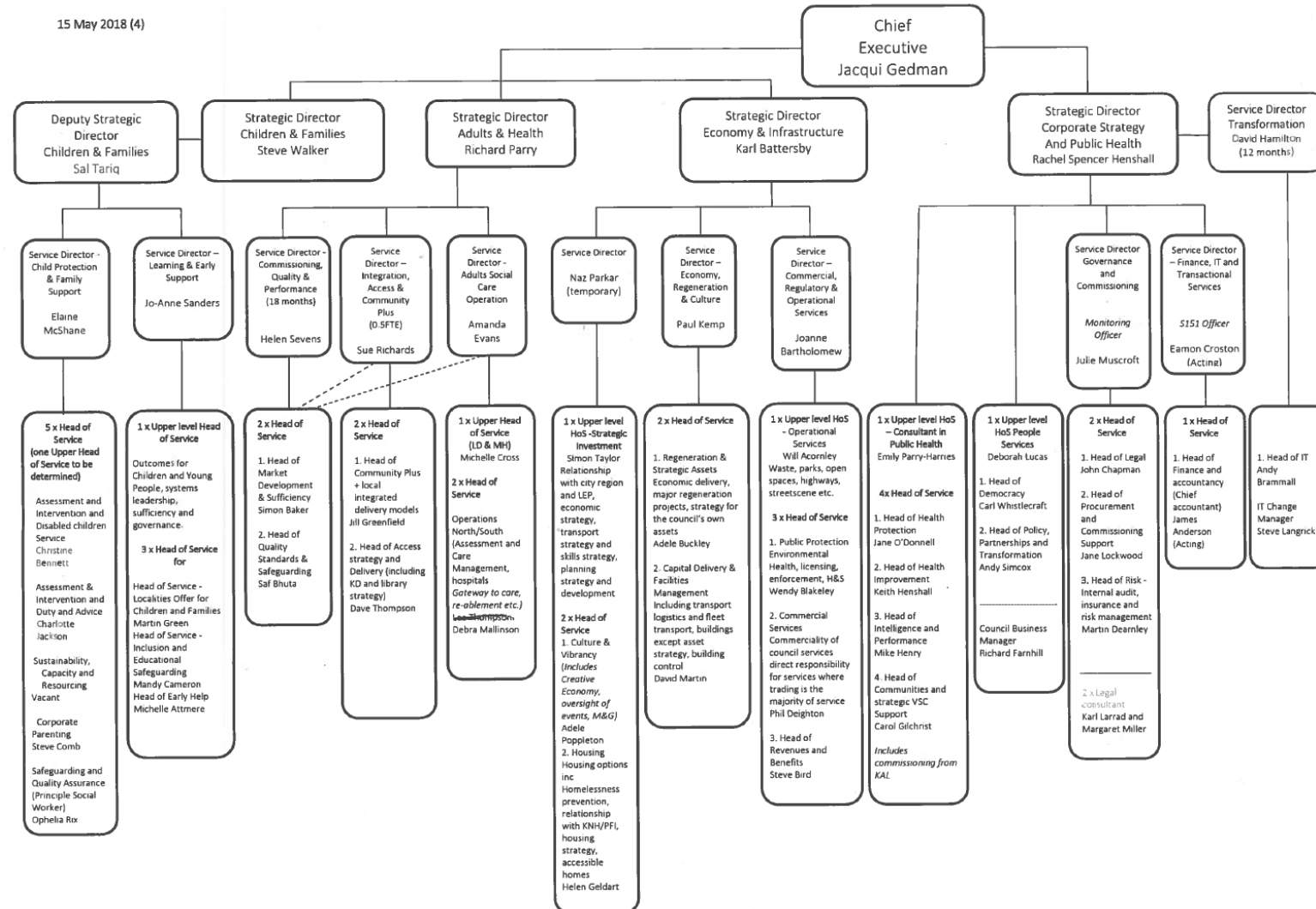
And **tackling issues upstream** for greater impact (and yes, value). Barnsley's approach cited by Centre for Welfare Reform (on the same journey as Kirklees...)



So why the need to 'design the Organisation'?



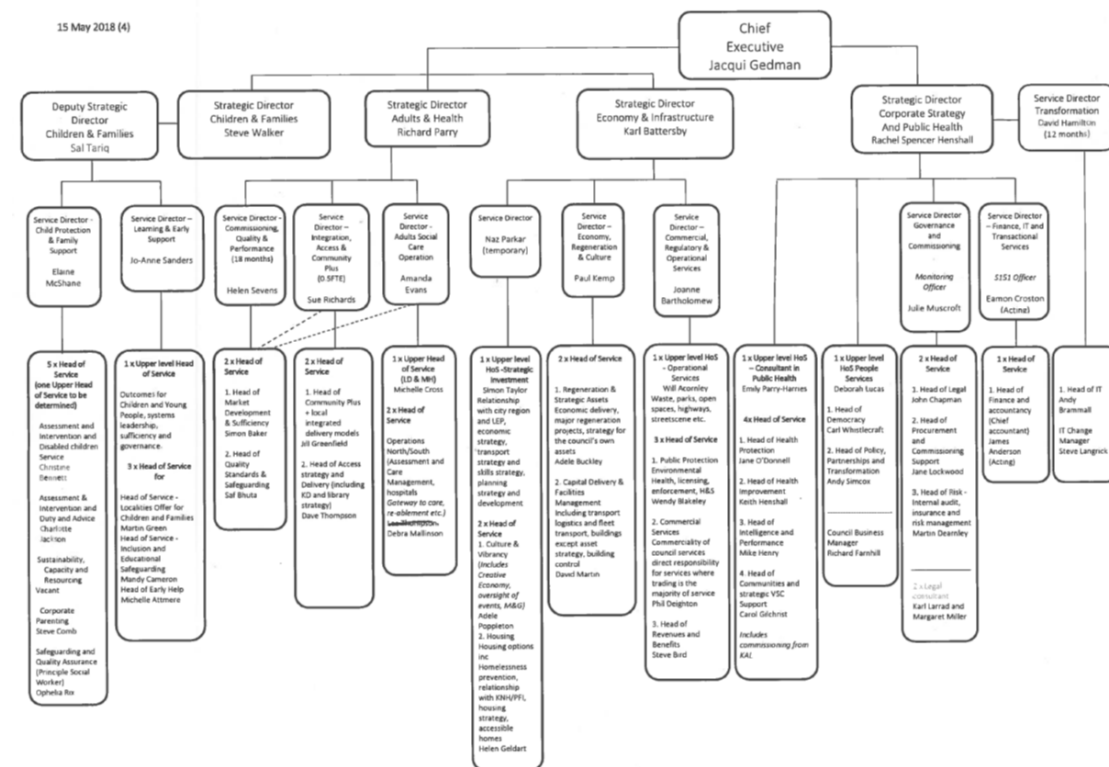
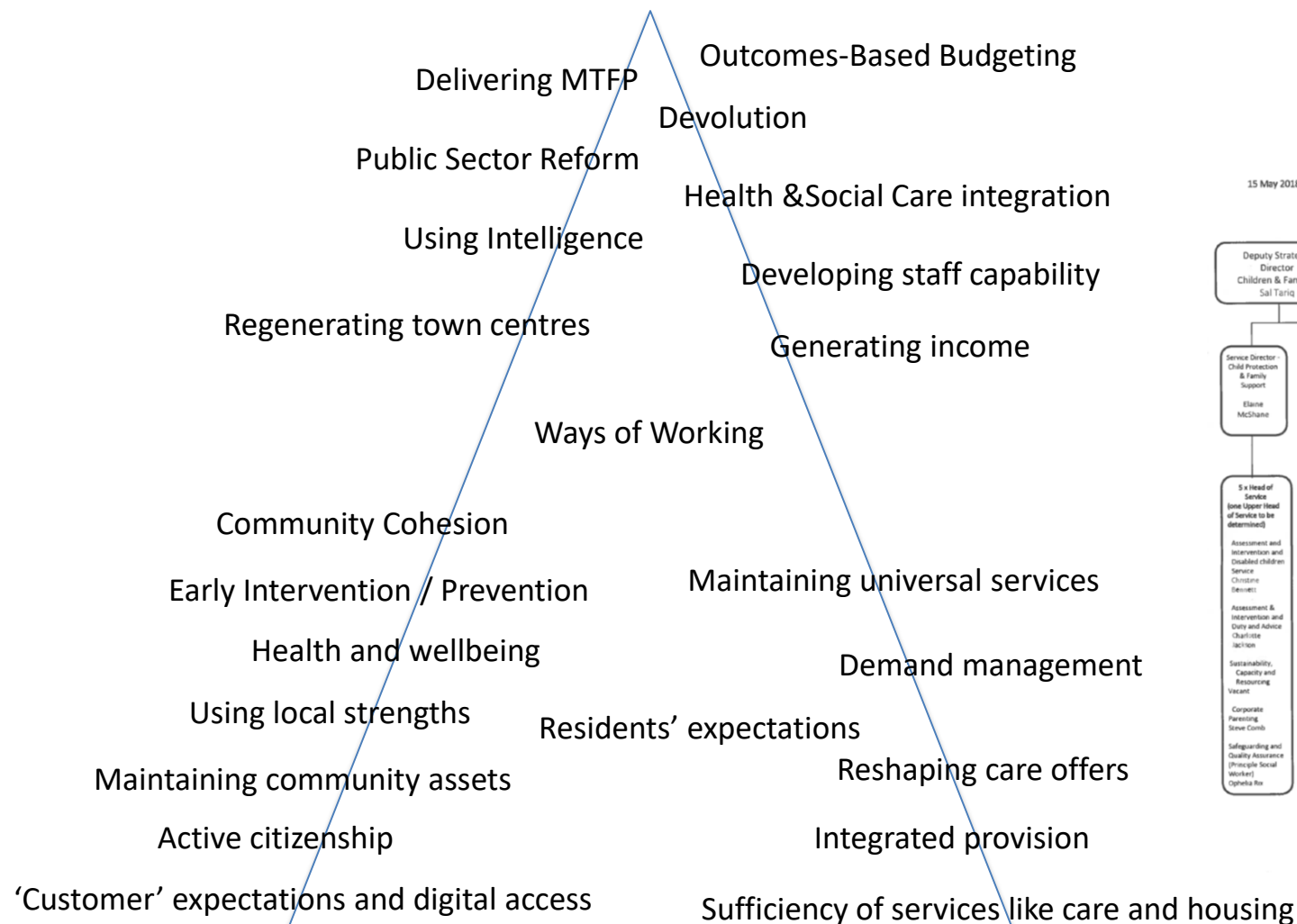
As an organisation Kirklees Council has a 'structure'



But how does it 'organise' – when issues start to go this way...



Complex issues don't always fit into any structure chart



So we have some emerging thoughts on our 'Design'

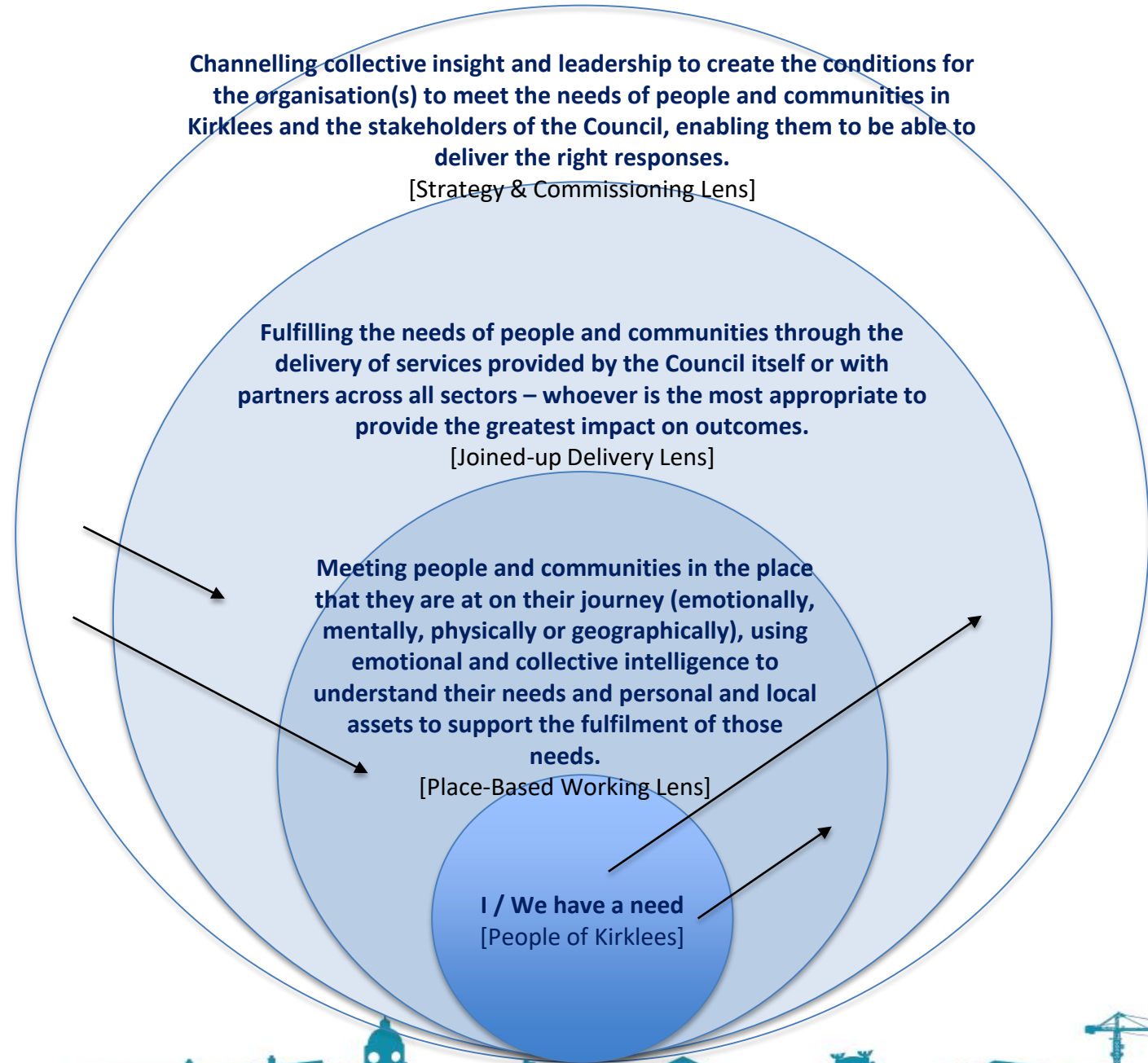


‘Three Lenses’

Based on the initial concept
(place-based working, working
with partners, outcome-
/intelligence-based)...

...We started by thinking about
the ‘system’, and about these
**three ‘lenses’ of our
organisation and the ‘system’.**

**We think it works – as a
framework through which all
our work can be looked at** – as
a whole Council and in teams
throughout.



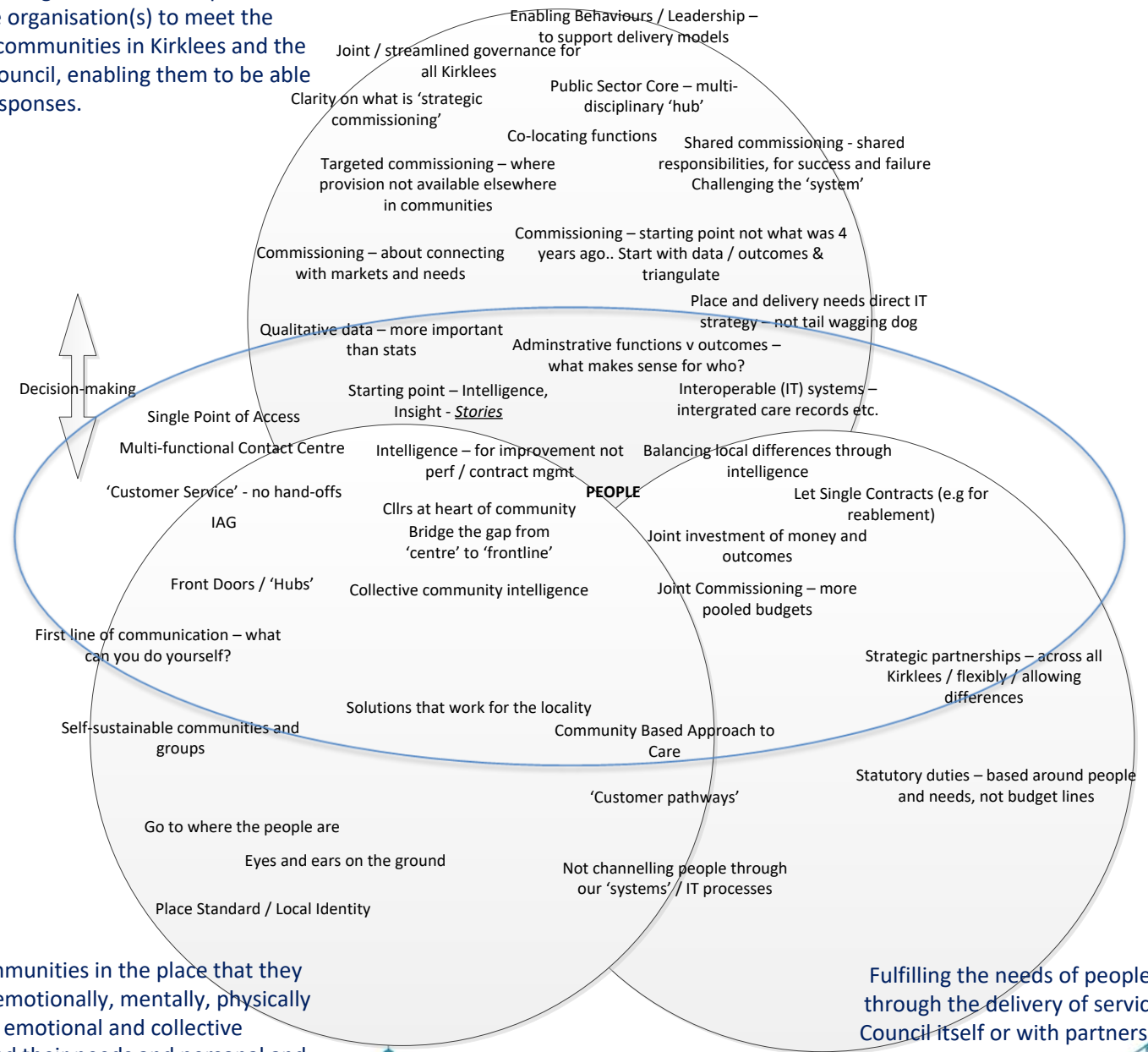
‘Three Lenses’ – Issues

Within each lens we looked at key issues.

Many of them were in the ‘overlaps’ where the lenses inter-connect.

Which led us to think it was the connections and relationships that were the important ‘things to tackle’.

Channelling collective insight and leadership to create the conditions for the organisation(s) to meet the needs of people and communities in Kirklees and the stakeholders of the Council, enabling them to be able to deliver the right responses.



Meeting people and communities in the place that they are at on their journey (emotionally, mentally, physically or geographically), using emotional and collective intelligence to understand their needs and personal and local assets to support the fulfilment of those needs.

Fulfilling the needs of people and communities through the delivery of services provided by the Council itself or with partners across all sectors – whoever is the most appropriate to provide the greatest impact on outcomes.

And will also require the whole Organisation to embrace a ‘way of working’

We have some draft
‘design principles’, which
we believe should guide
ways of working and
organisational behaviours.

Working with People (Not ‘doing to’ or ‘for’)	Co-production – collaborative problem-solving - is at the heart of our future relationship with citizens and communities. We will put councillors at the heart of the organisation and our partnerships. We will take an asset-based approach. Where people and organisations have the assets they need to achieve what they want, the Council will not get in their way.
Working with Partners	Business, VCS, residents, anchor organisations and public bodies all have a part to play as active citizens in Kirklees’ civic society. Council and community leadership needs to work collaboratively to build the right relationships – we cannot seek to impose a new ‘deal’ unless citizens want one and are involved in its production.
Working for Outcomes	This is the start of a long-term (‘generational’) and multi-stranded programme of change in relationships, with the council actively seeking to give up its ‘power’ in many areas, and reconsider attitude and approach to risk. All our work will be directed towards delivering the seven ‘Kirklees Outcomes’, which are shared by partners and communities in Kirklees.
Business-Like	Our staff are our assets and we will invest in them and their skills so that we can become a financially sustainable, socially entrepreneurial organisation. We will recognise our place within the market environment and develop our capabilities accordingly.
Accountable	We will be clear about our role and those of individuals, communities and partners and will ensure that those best placed to deliver take the lead We will achieve community outcomes by making decisions based on evidence and learn lessons from everyone’s experience
Collaborative & ‘Joined-up’	We will break down the culture of silo working and put in place organisational design that makes us efficient and effective and allows streamlined, locally relevant decision making and governance We will provide leadership, coordination and create the conditions in which communities and citizens are empowered to do more for themselves and each other





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Part 2 – Delivering the Concept



Reiterating the Concept

The future journey, We're Kirklees, reflects the different – and complex - environment we find ourselves in and the outcomes we want to achieve. It will need:

- Intelligent and brave leadership and planning
- Being smart and pro-active in working with the different communities and people in Kirklees, and
- Recognising we work in, and can help facilitate, the bigger system in order to deliver what citizens and the district needs

So, our organisation needs to shape the way it operates, and see all its work through three 'lenses':

- Strategy & Commissioning (*i.e. Intelligent and brave leadership and planning*)
- Place-Based Working (*i.e. Being smart and pro-active in working with the different communities and people in Kirklees*)
- Joined-up Delivery (*i.e. Recognising we work in, and can help facilitate, the bigger system in order to deliver what citizens and the district needs*)



'Three Lenses' – How they Connect

'Things to tackle' in our future transformation are about:

1. Designing the right processes
2. Developing our people and ways of working
3. And then leading and structuring to better connect the lenses



So in summary... the 'things to tackle' to support the Three Lenses

People

- Significant (time-limited) investment in OD and an OD function
- Targeted skill development
- Setting high expectations around behaviours
- Providing high support
- Emphasis on learning and evaluation
- Active development of diverse workforce

Processes

- Collaborative strategic planning and commissioning
- Adaptive policy setting – evaluating and adapting
- Move away from service-line to outcomes-focused budgeting
- Intelligence-based decision making
- Modern approach to information and access to services

Leadership

- Leading and role-modelling values and behaviours – throughout and across organisations (not through hierarchies)
- Managing networks, the connections and relationships, not the services
- Leading and challenging the whole system – **Systems leadership is key**
- Lubricating the organisation – providing the necessary resources, space and advice to enable staff to deliver

Structures

- Multi-disciplinary and integrated as possible
- Decision-making distributed around the system appropriately
- Fewer hierarchical silos, more outcome-centred
- Informed by 'pathways' or routes
- Support professional specialisms
- Consider how 'central' functions (e.g. intelligence, communication) could be aligned with places / localities



How does this all lead to being a ‘great’ Council

The success of our focus on the three lenses, and the working to Design Principles, can be continually evaluated by a **‘Maturity Matrix’** (development by Newcastle University to assess how far a Council is on a journey from ‘New Public Management’ of the 1990s to the complex Systems Leader of 2020).

We propose we should engage wholeheartedly with this form of organisational self-evaluation.

LENSES	DESIGN PRINCIPLES / VALUES	MEASURES OF SUCCESS (ORGANISATIONAL MATURITY) <i>*summary of tool from Newcastle University</i>
		...from An ‘NPM’ Council... ...To A Council dealing with complexity
Place-Based Working	Working with People	Co-creating outcomes...
	‘Collaborative’	Ongoing dialogue with others in system... Building and nurturing networks Investing in quality of relationships Having rich conversations
Joined-up Delivery	Working with Partners	Building and nurturing effective relationships Partners, not service providers
	‘Accountable’	Flexible delivery Horizontal (shared) accountability
Strategy & Commissioning	Working for Outcomes	Employee motivation Horizontal (internal) accountability
	‘Business Like’	Shared purpose Distributing resources to the system Learning from feedback loops Positive error culture Openness to change Enquiry and research Measuring and collecting data for learning Using developmental funding



Individual Behaviours

Beyond the organisational values and 'design principles', we will need further work on developing and supporting our people to deliver We're Kirklees – where everyone, Members, leadership at all levels, officers – seeks to work to 'transformational' approaches. This idea and how it combines with our existing behaviours needs to be further developed.

Positive transformation behaviours ...	I am not demonstrating transformation behaviours when ...
Recognising the need for a common, unifying vision and holding it together, sticking with it, even when it gets tough.	I put goals or objectives on the 'too hard pile'. "This is different and difficult. We've been here before and never managed to succeed, so we won't set off. It can't be achieved in Kirklees."
Accepting that outcomes for the public may be best served through significant redesign. Being comfortable with someone else, e.g. another Director, leading outcomes for my service.	I continue to work within, or prioritise, my own silo because I know I am primarily accountable for that, I'm busy and I have the authority to make a difference there.
Being prepared to 'fail fast', learn and succeed, and valuing a culture of continuous improvement.	I continuously refine the scope of my work until the organisation comes around to my way of thinking – I know I am right, it is my professional, technical background.
"Build the people so that they build the organisation". Recognising that empowering the workforce is crucial. We don't have the capacity to achieve anything transformative on our own.	I fail to recognise that my team needs to further develop skills in important areas. Not only do we fail to deliver, but we also have a huge negative impact on vulnerability and confidence. People begin to hide.
Communicating honestly, clearly, transparently and often.	I stand by when colleagues work counter to the vision, principles, design, agreed approaches, etc.



Structural Considerations

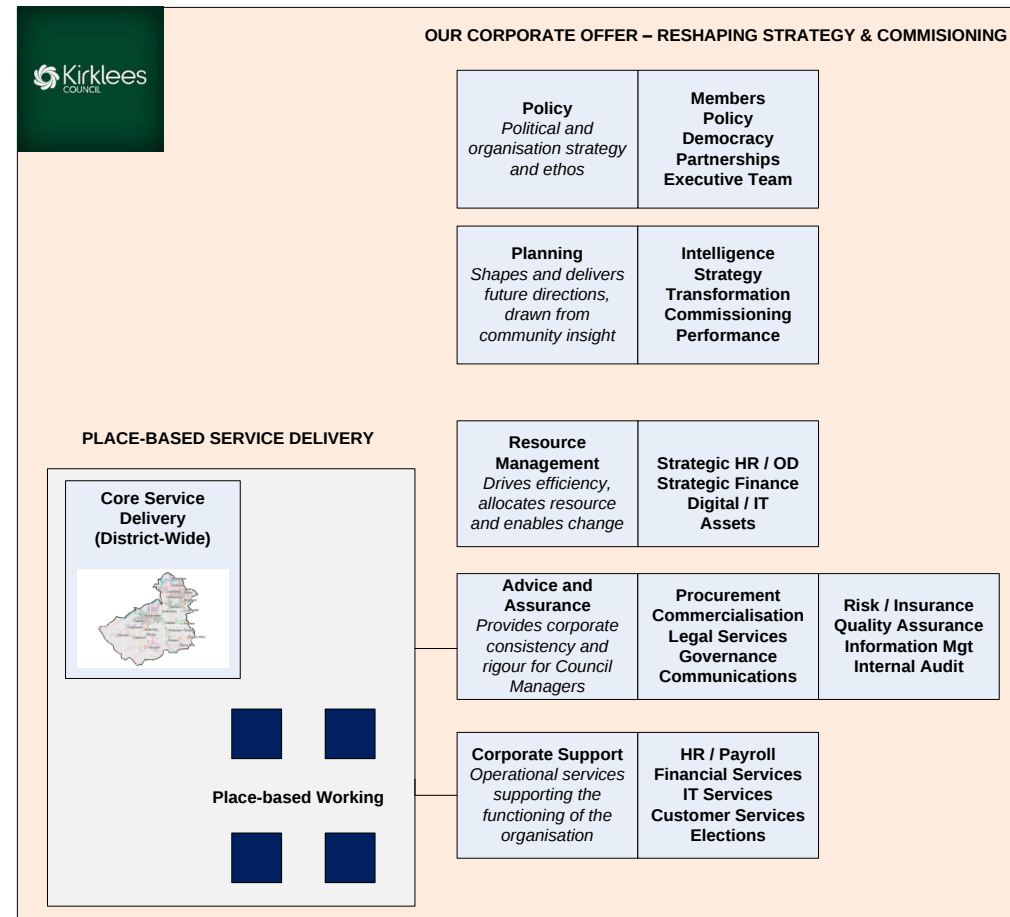
In order to deliver the concept, it is suggested that these areas will need consideration as a priority:

1. **Proposals for the right organisational Strategy & Commissioning function**
2. **Establishing Strategic Coordination of Place-Based Working**
3. **Proposals for the whole organisation as a network (not as a hierarchy), and distributive leadership (not always top-down)**
4. **Building the role profiles for such leadership – throughout the organisation – to capitalise upon diversity and skills at all levels**
5. **Establishing a true Organisational Development function to implement this.**



Structural Considerations

At this stage, work has focused on the first element, **Building the right organisational Strategy & Commissioning function.** The logic model underlying this work is below. The detail of the high-level management structure, and further organisational groupings are being developed.



The Critical Factors

We need to be self-aware, and aware of the 'rocks' on which this journey, creating an organisational and 'system' design to support 'We're Kirklees', could founder.

We believe the following are critical to its success.

The Rocks on which this all may Founder

All staff buy in – especially to the 'every interaction matters' type approach

A coherent narrative of our 'transformation' & holding our nerve

Structures designed to support accountability and empowerment – not around people's jobs

Planning, commissioning and resource management – collaborative mechanisms and approaches

Investment in Organisational Development and skills

'Values-led' leadership – leading systems, not operations



Priority Actions

1. Agreed high level design of Strategy & Commissioning: **by Sept** (*This will incorporate work on Integrated Commissioning, to be delivered by Mar 19*)
2. Deliver a clear and 'real' communication of the intent – for all staff (and partners): **by Oct**
3. Baseline our assessment of Organisational Maturity and implications for our OD: **by Oct**
4. Development of Organisational Development (OD) function: **by Nov**
5. Agreed design of Place-Based coordination: **by Dec** (to be implemented by Mar 19)
6. Proposals for how to deliver 'distributed' / system leadership roles (potentially the first OD priority): **early 2019**
7. Proposals for collaborative planning / commissioning: **by Mar 19**



Summary

1. The **Three 'Lenses'** (Place-Based Working, Joined-up Delivery and Strategy & Commissioning) are the right organising concept for the Council and how it will view and deliver its work – and fully support the ambitions for the Council and 'We're Kirklees'.
2. The **'Design Principles'** (Working with People, Working with Partners, Working for Outcomes, Collaborative, Accountable and Business-Like) are good principles for guiding how we work and operate.
3. We will need to keep testing how the Lenses and Principles are successful developing and improving the Council. A form of **'Maturity Matrix'** should be the way we evaluate our organisational development, become more self-aware, and inform all our behaviours and approaches.
4. We need to be clear that any of the **Critical Factors ('the rocks on which this will founder')**, if not addressed, could slow down or put a complete stop to this journey.
5. There are a limited number of key **Structural Considerations** needed to support the journey.
6. **Action** is needed to deliver this concept – and there are clear priorities between September '18 and March '19.