



Feature  
**Wellbeing:  
Why it matters**

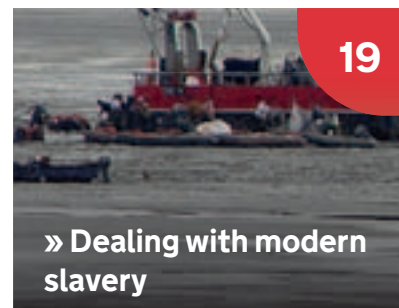
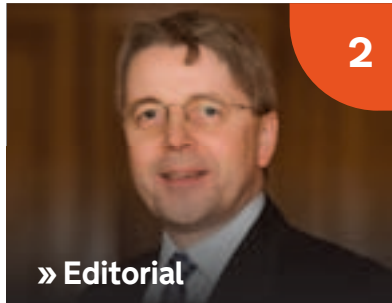
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Civil Service Quarterly opens up the Civil Service to greater collaboration and challenge, showcases excellence, and invites discussion. If the Civil Service is to be truly world-leading it needs to collaborate more, learn from experts outside the Civil Service, listen more to the public and front-line staff and respond to new challenges with innovation and boldness.

**Any civil servant can write for Civil Service Quarterly – contact [csq@cabinet-office.gsi.gov.uk](mailto:csq@cabinet-office.gsi.gov.uk)**

**Cover image:** Jessica Ennis, London Olympics, 2012. © Al King

# Editorial

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## » Civil Service Quarterly: a few of my favourite things



Sir Jeremy Heywood

I have long been interested in the idea of giving more weight to wellbeing analysis in developing Government policies and services. While securing balanced economic recovery remains the Government's overarching priority, interest in the broader wellbeing of the country continues to increase, both here and in many other countries. I would like the British Civil Service to be amongst the leading thinkers on this issue. Lisa Ollerhead's article gives an excellent introduction to the power of wellbeing analysis.

One of the lessons I draw from thinking about wellbeing is that what matters to the public does not always fit into the departmental structures of the Civil Service. If we want to address complex issues in society, such as loneliness or pollution, we need to collaborate more and join up better. That's one of the messages of Social

Justice Month, which is taking place across eight Government departments this month – Selvin Brown's article in this edition tells you more. Similarly a more joined-up approach is one of the reasons why the Office for Low Emission Vehicles gets on so well with its key stakeholders in the car industry – as Richard Bruce explains in his article.

You will all face challenges in working more collaboratively. But overcoming those challenges will help you do a better job for the country.

In this edition you can also read about the work of the Cabinet Office's Implementation Unit at the heart of Government; the task facing the Gangmasters Licensing Authority in cracking down on the exploitation of workers; how a team in Department for Culture, Media and Sport delivered on the Government's commitment to enable same sex couples to marry; the experiences of Cat Drew and Pat Russell in trying to connect policy with practice on an Institute for Government Programme; the thoughts of Peter Housden on refocusing the Civil Service in Scotland over the last few years; and hackdays run by Tech City and the Civil Service.

Sir Jeremy Heywood  
Cabinet Secretary

Let us know what you think by email  
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# Wellbeing: why it matters

» Wellbeing is the subject of increasing attention from policy makers and Parliamentarians, says Lisa Ollerhead of the Analysis and Insights Team in Cabinet Office.

The 2012 Olympics and Paralympics were a great success for our athletes. But what difference did they make to the rest of us in the UK?

Advances in the measurement of national wellbeing, led by the Office for National Statistics, are starting to shed light on questions like this in new ways. For example, the chart at Figure 1 shows levels of happiness – measured by answers to the question ‘How happy were you yesterday?’ – over the period 2011 to 2013. We can see interesting patterns in the data with positive effects around the Royal Wedding, Diamond Jubilee, Olympics and Paralympics. It seems they make us happier.

Like a lot of the national wellbeing measurement, this is at an early stage: only two years of experimental data. In

## Wellbeing

A growing body of research suggests that evidence about wellbeing, or the quality of our lives, can be factored into a wide range of decisions and support better policy-making. Advances in the measurement of wellbeing are enabling this to become a reality.

In March 2014, an independent commission chaired by Lord O’Donnell published a report on exactly this, *Wellbeing and Policy*. Lord O’Donnell said: “GDP alone is not enough. To measure a country’s progress, we also need to look at how satisfied we are with our lives and how worthwhile our lives are.”

future, longer time series will support more robust analysis. But already these results are suggestive of the sorts of questions we could ask. For example, we can start to see the evidence that bank holidays are probably good for the country’s wellbeing – but with a few more years of data perhaps we might start to see patterns of which bank holidays are the best, and even consider whether it might

be better to move a bank holiday into early winter, when the nights are drawing in and we’re feeling low.

The Wellbeing Policy Programme team in the Cabinet Office works with colleagues across government, particularly the Social Impacts Task Force (made up of analysts from across Whitehall and the devolved administrations), to improve civil servants’



awareness of and ability to use evidence like this.

This isn't about Government deciding that it's going to make people 'happy'. It's about supporting the important life decisions and choices of individuals.

### An increasingly international agenda

Ten years ago only a few countries in the Organisation for Economic Co-operation and Development (OECD) were measuring wellbeing. Now, most are.

As one of the leading countries in a quickly developing field, the UK is both supporting and learning from the excellent work of international organisations such as the OECD and individual nations as the focus moves beyond measurement to policy

and practice.

We're in this position because in 2010 the Prime Minister promised to "start measuring our progress as a country not just by how our economy is growing, but by how our lives are improving; not just by our standard of living, but by our quality of life."

Following this speech, the Office for National Statistics worked first to understand what people mean by 'wellbeing', and then to measure it. The framework they came up with includes both objective measures, like employment, life expectancy and levels of crime, and subjective measures, like how citizens actually experience and feel about progress. This includes measures such as job satisfaction, satisfaction with health and fear of crime, but also subjective wellbeing – how we feel about life in general.

The academic literature on

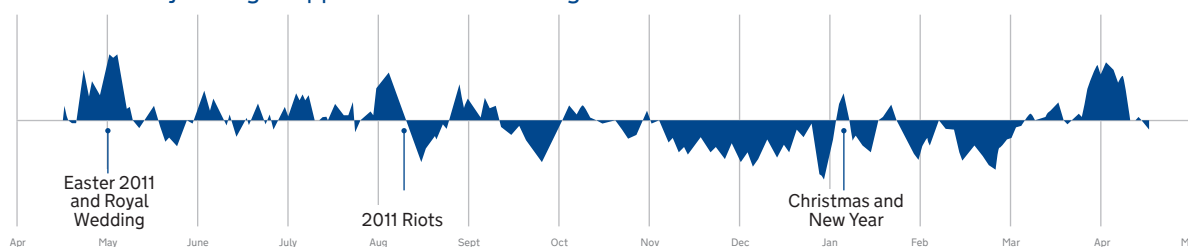
subjective wellbeing has grown rapidly over the last ten years and there is a strong evidence base on what makes people satisfied or dissatisfied with life. This literature challenges a lot of our assumptions about what improves wellbeing and why. It shines a spotlight on social relationships, neighbourliness, personal choice and control, empathy and kindness, and altruism. Thinking about what drives our wellbeing opens up exciting new avenues for policy and implementation. Analysing the data can be insightful and engaging – here are a few other examples.

### Careers

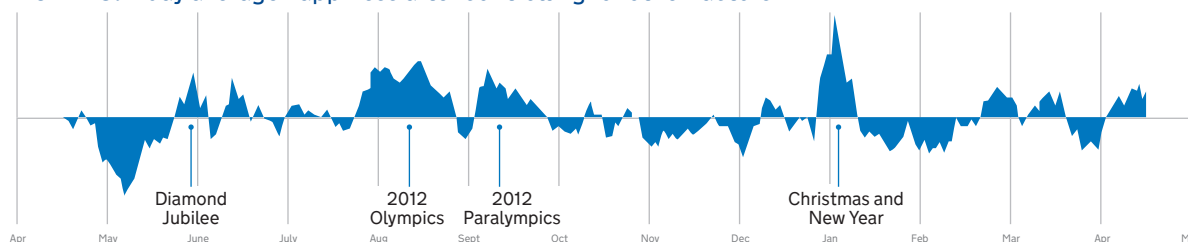
When you chose your career, did you think about how happy it would make you? Or did you focus more on what you might earn?

Figure 1: 'How happy were you yesterday?'<sup>1</sup>

#### 2011-12: 7 day average happiness after controlling for other factors



#### 2012-13: 7 day average happiness after controlling for other factors



<sup>1</sup> These charts show a 7-day moving average of happiness, having controlled for the background circumstances of individual respondents and normal 'day of the week' effects (weather which is likely to be an important factor, is not controlled for). The charts are mean-centred so show deviations from the average day of the year. The source is the Annual Population Survey with a sample of n=321,545. This analysis is appropriate for exploring multi-day periods: further methodological work is needed to explore single day effects in the future.



## Wellbeing: why it matters

Figure 2: Life satisfaction by occupation<sup>2</sup>

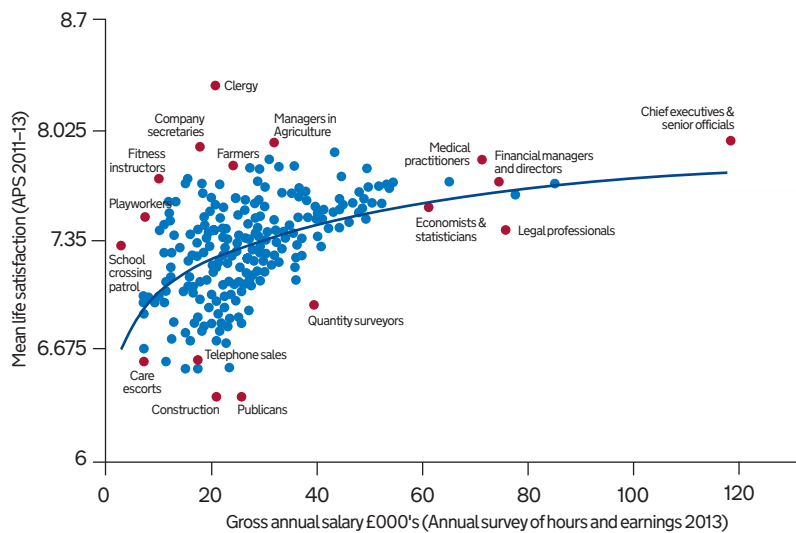



Figure 2 shows the results of research looking at levels of life satisfaction for people in different jobs, plotted against typical earnings. While highly-paid Chief Executives and senior officials do well, take-home pay doesn't seem to be the only important factor. Occupations like publicans and members of the clergy, which have similar income levels, seem to have very different levels of wellbeing.

At an individual level, research tells us much about this. It has been estimated that between a fifth and a quarter of the variation in overall life satisfaction amongst employed people is explained by being in work. And it is fairly widely known that people are happier at work when they feel engaged with what they do, when they like and trust their managers, when they have secure and interesting work, and when they have some autonomy in how they do it.

### Measuring the impact of policies

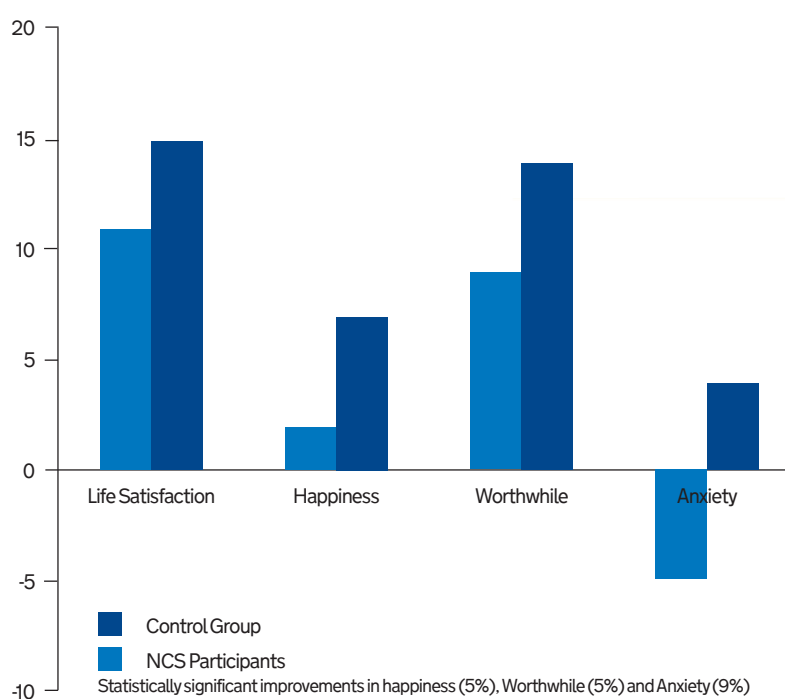
Wellbeing data can help to capture the impact of policies and tell us about what is working or not. Figure 3 is from an evaluation of National Citizen Service (NCS), a programme for people aged 16 or 17. It shows that completing the three-week programme of activities, personal development and social action improved participants' wellbeing compared to a control group. Analysis indicates that participants' levels of anxiety were still lower than those of the control group a year later.

Why might NCS have such a great impact on wellbeing? We have some ideas. In 2008 the Government's Foresight programme, working with the New Economics Foundation, identified five 'ways to wellbeing' – things people can do that seem to make them happier. 

<sup>2</sup> Care is needed in interpreting this chart – differences between occupations which are close together will not necessarily be statistically significant. With more years of data we will be able to explore this further. This chart was first published in the O'Donnell report, Wellbeing and Policy.



Figure 3: Levels of wellbeing before and after participating in the National Citizen Service



The research found our wellbeing is improved if we connect, are active, take notice, keep learning, and give (you can find out more at [www.fivewaystowellbeing.org](http://www.fivewaystowellbeing.org)). NCS includes aspects of all five, and shows how we can actively design them into other services. For example, building opportunities into public services for peer-to-peer advice and support helps people connect and give. This can build wellbeing without sacrificing other key objectives. Using ideas like this, it's not only analysts who can take advantage of the wellbeing evidence: anyone can ask questions about how their policy choices can maximise wellbeing.

The NCS evaluation also shows that subjective wellbeing questions can capture, in a consistent way, the social impact of interventions. They can be a valuable and efficient tool for policy makers, service designers and charities to

convey the value of their work to commissioners and sponsors who need to make decisions on how to spend public money. Knowing the wellbeing impact of interventions could help to choose between projects that have very different ways of improving lives.

#### So what are you doing about it?

There's much more to do to improve our understanding of wellbeing evidence across Government and to raise awareness of the new opportunities that arise from using it to design policies and services.

It's not about opposing growth, or replacing our traditional economic markers of success like Gross Domestic Product (GDP). Wellbeing is something new: an additional tool that civil servants can

use in their work. In future the Government will know clearly the wellbeing impact of our decisions. And civil servants will be deliberately designing policies, operations and services in ways we know can increase it.

Wellbeing isn't fluffy and soft, or a 'nice-to-have' when times are better. It is measureable and well defined. The data reflects the real experiences of citizens, communities, employees, the unemployed, patients and parents. It reflects what really matters to us and reveals how we are progressing. This makes it an invaluable resource for us all. How can you use it?

If you want to know more about wellbeing data and how you can make use of it to improve policy and services, you can contact me at: [lisa.ollerhead@cabnet-office.gsi.gov.uk](mailto:lisa.ollerhead@cabnet-office.gsi.gov.uk).

# Making equal marriage possible

» The Government proposes laws. Civil servants help turn those ideas into reality. Wally Ford from the Department for Culture, Media & Sport talks about one particularly high-profile example.





In September 2011 the Government announced plans to make marriages between same sex couples possible. On 29 March 2014, the first marriages took place.

In those two and a half years many column inches and hours of airtime have been devoted to the subject. All manner of views have been expressed, often with great strength of conviction.

The job of the Civil Service is not to take sides or comment, for or against. Once the Government takes a decision, we are there to make it happen. But, as Bill Manager for the Marriage (Same Sex Couples) Act 2013 and Project Manager for the post-Act implementation, I know first-hand how much needs to be done behind the scenes to get a Bill from the ideas phase to the statute book.

Supporting Government and Parliament to shape the law is one of the most important contributions the Civil Service makes to our democracy. This Act – and the unprecedented scale of the response it generated – proved it is also one of the more challenging things we do.

### A huge consultation

The story started long before the legislation was debated in Parliament.

In March 2012, following months of preparatory workshops and discussions with stakeholders from all sides, the Government Equalities Office (GEO) launched a consultation on equal marriage. Our main challenge seemed to be the ministerial imperative for

the project to be completed both quickly, and also comprehensively. So far, so normal.

We knew, of course, that the subject of equal marriage was controversial and of interest to many. But we couldn't have known we would receive the largest ever response to a Government consultation. More than 228,000 people and organisations gave their views, many digitally, but many with typed submissions, handwritten letters and postcards. On top of this were a number of petitions signed by more than 500,000, all objecting to equal marriage.

How to manage this volume of material quickly and effectively, when GEO's staff already had full-time jobs? Outsourcing was not an option; ministers made clear that they wanted the whole job done in-house.

Debbie Gupta, the GEO Director in charge of this phase, explains:

"We put together a small core team of lawyers and analysts to work out how we were going to process this amount of material. As well as simple points like finding enough space to store all the written responses, we had to get to grips with unstructured 'free text' and handwritten responses. We needed a system to enable the whole team to process these responses in a quick, accurate and objective way.

"The team looked at a sample of 1,000 responses and produced a codebook to help identify common themes. This analysis identified more than 40 categories of response.

"We then needed to train GEO staff and put in place a monitoring and verification system," adds Debbie. "We had

'coders' to read the responses and do the basic categorisation; quality assurers who checked ten percent of codings; troubleshooters who dealt with knotty problems, and duty managers who oversaw and reported on progress daily. Rank wasn't a question – senior staff did stints at coding and were checked by quality assurers just like everyone else."

Debbie ran the consultation along standard project management lines, taking time to get the preparation right: "We took two months to work up and trial the codebook and train people – everyone had to pass a coding test. Then we got through the entire set of responses in a further three months, a magnificent effort from the team.

This phase ended in December 2012 when the Government published its response to the consultation. The relevant datasets and other material (including the "Response codebook") were also published subsequently, and are available online at <http://discover.ukdataservice.ac.uk/>

### A simple problem, or a complex one?

With all this data to hand, the next challenge was to turn this insight into something that could be used for drafting the legislation. After all, a Bill is policy being made into law. The Bill team of policy and legal staff work out how to translate that policy into every scenario they can think of – and ask Parliamentary Counsel (the team of specialist civil servants who actually write the law) to reflect this in drafting the Bill itself.



## Making equal marriage possible

This process often throws up surprising difficulties. An example is how the Act works in relation to the Church of England. What we had to work out – in close consultation with the Church – was a way of putting it in the same position as other religious organisations which can choose to “opt in” (or not) to marrying same sex couples.

Unlike any other religious body in this country, the clergy of the Church of England (and the Church in Wales) has a duty to marry parishioners, and the Church of England's Canon law is part of the law of the land, in the same way as an Act of Parliament. A complication



arises when you note that, while the Church of England's Canon law says that marriage is between one man and one woman, the Submission of the Clergy Act 1533 says that Canon law cannot be contrary to general law. How to square this circle?

Section 1 of the Marriage (Same Sex Couples) Act 2013 gets round this conundrum by saying that the 1533 Act does not prevent Canon law providing that marriage is the union of one man with one woman. The same section also makes clear that the duty of clergy of the Church of

England (and Church in Wales) to marry parishioners does not extend to same sex couples. That ensured that the Church of England could not be forced to marry same sex couples.

But how to ensure the Church could “opt in” if it changed its position in the future? This was achieved by the fact that the Church could, if it wished, amend its Canon law through the Synod, amend the Book of Common Prayer and change the Marriage (Same Sex Couples) Act to enable it to marry same sex couples. Like all Synodical legislation, such a measure would be subject to parliamentary approval.

To achieve the apparently simple policy aim of putting the Church of England in the same position as other religious organisations, we needed to get through this minefield in the short period before the Bill was introduced. It was all solved – a tribute to the economy of Parliamentary Counsel's drafting – in 12 lines of the 64-page Act. But these few lines represent weeks of effort by all concerned.

### Parliament and politics

One thing that made this Bill different from most was that it was subject to a free vote at all stages. That is, the political parties didn't ask their members to follow a particular line, so each member of the House of Commons and the House of Lords could vote as he or she thought best.

This is highly unusual for a Government Bill. It meant we could not rely on party allegiance to help predict what Parliament would decide, or to sway votes on the day. It also meant devoting a lot of time to understanding the concerns of opponents of the policy, as well

as the aspirations of supporters.

We thought about how to communicate with each group. We studied what stakeholders were saying on a daily basis, and who was likely to lead the arguments for and against. And we constantly had to be able to react to emerging concerns, and reflect these in our advice to ministers.

Melanie Field, the Deputy Director in overall charge of the Bill, reflects on this key part of the work:

“This was a highly resource-intensive activity and required building up, quickly, a good level of trust and confidence with a whole range of organisations. But it was worth it because it enabled us to correct misunderstandings, get quick intelligence about emerging concerns and change the Bill (which we did in a couple of cases) or brief ministers accordingly.”

On this Bill, MPs and peers tabled hundreds of amendments (that is, they proposed changes to legislation that would affect the final policy) on a variety of subjects: the definition of marriage; freedom of expression for people who disagree with equal marriage at work or in a public place; teaching about marriage in schools; and many others. And the Government tabled its own amendments as concessions to those with significant concerns. Every one of these, big and small, needed the Bill team to think about what it meant for the Bill, and write advice and a speech for ministers.

The intense media interest also meant we constantly needed to react quickly to enquiries, dealing with high volumes of correspondence from ordinary members of the public, representative groups, MPs, and others.



The Second Reading of the Bill in the Commons, the stage where MPs get to debate the overarching principle of the policy rather than the detail of the legislation, happened on 5 February 2013. 400 MPs voted in favour, and 175 against. The rest of the time in the Commons saw hard work and intensive scrutiny, but no Government defeats.



If anything, the Bill faced greater scrutiny in the House of Lords. There is a tradition that at Second Reading the House of Lords generally accepts the overarching principle of every Bill the Government puts forward, 'without a division' — that is, without voting on it. The tradition reflects the fact that the Lords do most of their work on the detail of legislation. But this time the House of Lords didn't follow the normal tradition: 390 voted in favour of the Bill and 148 against.

#### What happens next?

The Marriage (Same Sex Couples) Bill received Royal Assent and became an Act on 17 July 2013. But the job was only half done – like most Acts, this one did not come into force immediately, which is why same

sex couples were not able to marry last July. The next step was to work out the procedural and administrative details and put through yet more 'secondary' legislation such as regulations.

At the same time, all the operational arrangements needed to be in place. Register Offices and their staff needed to know how to conduct same sex weddings. Computer systems operated by HM Revenue & Customs and others needed to be changed to recognise this new relationship status. All these detailed arrangements had to be in place and ready to go on Day One.

My team in the Department for Culture, Media & Sport (DCMS) worked closely with a number of key departments over the next few months, from the ones you might expect like the General Register Office (who set out the procedures and rules for registrars), to ones you might not expect, like the Foreign Office (who have policy responsibility for marriages in overseas consulates). But departments right across Whitehall also needed to check through all their existing legislation to ensure that references to 'marriage', 'husband', 'wife' and other terms worked in the new context of same sex couples being able to marry.

This process brought its own challenges. Whereas working on the Bill itself meant bringing all departmental contributions together into one place, all the subsequent legislative and operational changes were put together in different places – and each of the key departmental components needed to be assembled to the same timetable.

On 23 January 2014, DCMS and other key departments laid around a dozen pieces of secondary legislation in Parliament, with all the practical and procedural details needed to enable same sex couples to marry – and the date from which they can do so. Six regulations and orders were then debated in each House of Parliament, before finally being approved in March 2014. We had cleared the final obstacles to same sex weddings.

#### The Civil Service role in legislation

To me, the core activities of a Bill team of civil servants are no different from the tasks which we undertake routinely on a less urgent and high-profile basis: organising, analysing, advising ministers, talking to stakeholders, and so on. In this case, however, the scale of those activities and the level of scrutiny involved made this different from 'business as usual'.

Controversial as the Bill was, perhaps the surprising thing in the end was that there were few surprises. All the anticipation, preparation and hard graft put in by the team paid off.

When the first same sex couples took their vows at the end of March, that complex legislative process became complete. Few will know the extent of the work that went on behind the scenes in drafting the Bill, dealing with the consultation and advising ministers. This is the unique contribution civil servants make to the legislative process, which affects the lives of ordinary citizens.

N.B. Since writing this article, Wally has retired from the Civil Service

# The future of driving

» **What cars will we be driving tomorrow? Richard Bruce, Head of the Office for Low Emission Vehicles, thinks he knows the answer.**

Did you know that for a number of years in the early 20th century New York City had a 1,000 strong fleet of electric taxis? Or that the four stroke internal combustion engine, omnipresent under the bonnets of most of our cars today, uses processes invented by Nikolaus Otto way back in 1876? The early part of the 20th century saw tremendous innovation around personal transportation and, although few may have noticed, we are now well into the early stages of a similar revolution in the technology that powers our vehicles.

My team, the Office for Low Emission Vehicles (OLEV), exists to help make that change happen as fast as possible, and to help deliver the greatest benefits to the UK economy when it does happen.

## Ultra-low emission vehicles

If you talk to any major car company, their product plans will show a consistent trend: increasing numbers of hybridised and electrified vehicles. Partly this is due to companies responding to customer desires – such as ever lower running costs. But there's no escaping that the prime driver is regulation: consistent, stiff, global regulation of the emissions from cars. Countries around the world are looking to clean up their cities in the face of burgeoning urbanisation. Poor air quality costs the UK around £15 billion a year and compared to Beijing our air is a paragon of cleanliness. Countries are also looking

to reduce their dependence on imported oil and to hit their carbon targets. All are also interested in maximising the benefits to their own economies from this incipient technological revolution.

For the UK, a new generation of ultra-low emission vehicles now offer low or zero emissions at the point of use. And despite what you might hear on Top Gear, this isn't undermined by the fact that the electricity in electric cars may be generated by burning fossil fuels. Electric motors are spectacularly more efficient than equivalent combustion engines, which have overall efficiencies of only around 20–30 percent (so, for every £10 you put in the tank, only around two to three pounds is actually



I enjoy the fact that not only is OLEV an example of cross-Whitehall co-operation in action, but the team ethos encourages us to embrace the new. For example we've recognised the benefits that social media, hot desking and infographics bring to our work. And it's rewarding to see the level of interest in our agenda across Government, seeing industry forging new partnerships and especially seeing how the public are keen to understand the benefits of low carbon motoring.

– Tim Ward, Department for Transport, founder member of OLEV



helping you move forward – the rest is lost in heat and noise). You need less total energy to move an electric car because it's so much more efficient and as the power grid in the UK decarbonises, so electrified vehicles will become relatively cleaner and cleaner. The efficiency benefits also mean startlingly low running costs. You can drive 100 miles on electricity for as little as £2.

So, in the context of worldwide pollution targets and regulation, the shift to ultra-low emission vehicles is inevitable. This transition presents huge commercial opportunities for car companies and their suppliers. It is also a significant economic moment for the UK, if we can get ahead of the curve. Nissan currently builds its LEAF electric vehicle in a plant in Sunderland. If the UK market for ultra-low emission vehicles grows ahead of competitor markets, we are

more likely to attract inward investment, creating jobs and boosting the UK supply chain. If we can help UK companies develop the technology that will underpin cars for the next 100 years then we can position the UK to fully exploit this transformation with long-term strategic benefits.

#### **The car sales people of Government?**

Several strands of policy meet here: growth, skills, transport infrastructure, the environment. The cross-cutting nature of this agenda isn't unique in Government, but OLEV has been constituted in a fairly unusual way. Rather than run the risk of the Department for Transport (DfT), the Department for Business, Innovation and Skills (BIS), and the Department of Energy & Climate Change (DECC) pulling in different directions, staff from all three departments make up OLEV. We might physically sit in

the DfT, but we also report to a Minister from BIS.

Perhaps the best thing about this arrangement is that our stakeholders, on the whole, love it. We give them a one-stop shop for talking to Government and helping shape policy, rather than making them go from department to department. And this helps us in turn, because our goals and the goals of industry are very closely aligned.

The car companies who invest in research and development and bring the cars to market, have sunk costs in the vehicles and factories. They want to sell as many of these cars as they can. And we want them to sell as many as they can for all the reasons listed above. We're in it together. Every month we peruse the sales of the growing number of ultra-low emission vehicles, looking at steadily increasing demand and pondering which models are going to be the biggest sales hit. It's a pretty unusual civil service role.



## The future of driving

### Miscalculations and hostile media

The UK Government knows this change is inevitable, and so do car companies. But public awareness is still low and the media remains generally hostile.

OLEV started this Parliament with £400 million to support the move to ultra-low emission vehicles. As recently as mid-February 2014, the Daily Telegraph reported that “A Government drive to boost sales of electric cars is failing as ministers admitted only half of the available subsidies for “plug-in” vehicles are likely to be claimed by motorists”.

Initial projections and budgeting were based on the car companies’ estimates of how many units they would sell, which turned out to be wildly optimistic. There are other issues as well. For the first few years very few cars were available. If you wanted to buy an estate to fit the dogs in the back, or an a sports utility vehicle you had to buy a petrol or diesel car. That’s now changing, with manufacturers bringing a wider range of vehicles to market.

And there have been significant issues with negative media. This is reflected in stories, even if they’re apocryphal, of journalists borrowing an electric car, driving it round off-camera to run the battery down, and then filming it running out of battery. But reviews from the specialist press are far more nuanced now, even though they often have a ‘But...’ at the end. The Tesla Model S has been good for the perception of ultra-low emission vehicles. It’s expensive; but can go 300 miles on one charge, is faster than an Aston Martin, and even updates itself over a 3G network.

Charging infrastructure is



Making a cross-Government unit work in a Whitehall more accustomed to departmental thinking is not always easy. It needs continuing efforts from all departments involved to get the most value. Most important, is the development of an ongoing sense of ownership of the policy in all departments. As events and staff change this needs continuing effort, but the success of OLEV shows that it can be done. That it is a challenge for OLEV, is perhaps evidence that the model should be copied in other appropriate policy contexts, so that awareness of the benefits of this way of working becomes even more apparent.

– Ben Davison, DECC, currently in OLEV



another issue. All the evidence shows that people will charge their cars at home or at work (99 percent of all car journeys are under 100 miles) but prospective customers have ‘range anxiety’ and want to know that there is a publicly accessible charging network out there. The ‘chicken and egg’ question is how much bigger a network is required than the 6,000+ charge points OLEV has funded to date. Plug-hybrid cars, which many manufacturers expect to be best sellers, can have ranges

of up to 600 miles, and don’t need any public infrastructure to make longer journeys.

But overall, it’s clear that this technology will only become normal when people see their neighbours plugging their car in to charge, see their colleagues driving one to work, or their friends booking a test drive. The challenge is getting them in the cars in the first place.

The fact is, when anyone does, they say two things. They say ‘It’s just a car isn’t it?’ And they say ‘Isn’t it smooth, quick, and



quiet and nice?’ We had a great tweet from someone who runs a taxi firm with electric cars in the North East. Two people he had in the back of his electric taxi liked it so much, they decided to go and buy one themselves.

That’s why we sat down with car companies and suggested we collaborate on communications, to address some of the chronic misconceptions about this technology in the minds of both the media and public. Nissan, Toyota, Vauxhall, Renault, and BMW have all contributed large amounts of money to back our new Go Ultra Low campaign. The process of getting five disparate car companies, who have very different brands, who are used to doing their own marketing in their own particular way, to agree on a single campaign has been an interesting challenge and took the best part of a year.

The campaign sees a range of press advertising, radio adverts, digital display and PR activities throughout 2014. This is all supported by a new website – [www.GoUltraLow.com](http://www.GoUltraLow.com) – to help car buyers understand what these vehicles are all about, which one is best for them, what innovative technologies the cars use and how they can save them money on running costs.

The tide is turning. We gave out 600 percent more in subsidies for new cars in January 2014 than we did in January 2013. So, despite what the media might suggest, this isn’t a failed policy. In fact it’s just a long term policy and one whose importance has been recognised in the recent spending review: we were allocated a further £500 million between 2015 and 2020 to maximise the benefits from this transition for the UK.



I think OLEV’s establishment as a cross-Whitehall team has given the ultra-low emission vehicle policy agenda a real focus, enabling us to develop and deliver policies which aim to contribute to both the objectives of economic growth and road transport decarbonisation. Being a BIS employee based in the DfT does require me to make extra effort to maintain strong links into BIS, but I also believe that BIS derives significant value from the insights into other departments’ objectives and the opportunity to shape policy in a collaborative way that comes from having three BIS officials working in OLEV.

– Kate Warren, BIS, currently in OLEV



### Cross-departmental working

We’re sometimes seen as the poster boys of cross-departmental working. Not many teams are made up of staff from three different departments. But how does it work?

There’s a really strong identity and culture in the team. The people here identify with, and are interested in, the agenda, are very motivated by the work and they work really hard. It’s a tightly-knit group, and we have a lot of fun together.

If there’s a downside to that strong identity, it can be a degree of separation from our departments. Staff tend to feel loyal to OLEV first and foremost; and there’s a danger of seeming sealed off from parent departments. Recruitment can also be an issue – some people can be reluctant to leave their home department, physically, because they feel that visibility has a big impact on their career prospects. Personally I don’t agree – in my view we should just try to do interesting, good work; if you’re interested in your work you’ll do a good job; and if you do a good job, people will notice you. But this can be a challenge when we’re trying to attract people – we

didn’t have a staff member from DECC for almost a year, for example. There can also be challenges around departments sometimes downgrading their own efforts on this agenda because of the existence of a joint team and around some of our contributor departments occasionally forgetting that actually we work for them too.

My staff have line managers in their departments, and it’s important that they keep going back to their home offices, to stay plugged in (sic). Part of their value to OLEV is that they can access their departmental networks; and if they didn’t, then that would be a problem. So, for example, our DECC guy makes sure he spends at least one day a week physically with his old team, finding out what’s going on and talking to them about what we’re doing.

From my perspective, this is the job I joined the civil service to do. I’m really interested in this stuff. Ultimately, if you could work in an area that’s going to clean up our towns and cities, help create British jobs, position the UK in the forefront of a coming technological revolution, improve energy security, and help us hit our carbon targets, wouldn’t you jump at the chance?

# Making things happen at the Implementation Unit

» Thinking good thoughts isn't enough. Chris Mullin, Deputy Director, Cabinet Office's Implementation Unit, describes how he and his colleagues are working with departments to get things done.

In the spring of 2012, implementation was hailed, depending on where people were coming from, as both the new paradigm of UK Government and its new buzzword. The Prime Minister and Deputy Prime Minister looked back on their promises, to each other and the public, in the rose garden two years before. They restated the need for the Government to roll up its sleeves to translate each commitment in the Coalition's Programme for Government into tangible success on the ground.

Permanent Secretaries were already taking steps to make this happen. With their Non-Executive Directors, they were transforming their departments to be more businesslike: cutting back on new policy initiatives, bringing in skills from outside to help deliver their major projects, and focusing at board level on the biggest implementation challenges and risks.

Another strong signal of intent was the Prime Minister and Deputy Prime Minister's decision to set up the Implementation Unit (IU) in the Cabinet Office, to oversee implementation across Government, support departmental capability and provide informed, hard-hitting advice on specific implementation issues to those at the top. Under the

leadership of Will Cavendish, this brought together all-of-Government implementation with the implementation of public service reform, through Open Public Services, and deregulation, through the Red Tape Challenge.

## A reborn Prime Minister's Delivery Unit?

The birth of the IU may at first have raised eyebrows. It bore more than a passing resemblance to the Prime Minister's Delivery Unit (PMDU), which had been influential under Tony Blair but had not fitted the style or structure of the Coalition Government. But those in the know quickly spotted some important differences that would allow the IU to become influential in today's Government.

In particular, it adopted a more flexible approach than its predecessor. PMDU rightly gained a global reputation for its insight across three core public services: health, education and crime reduction. But times have changed and this Government's unwavering focus on growth, as well as wider social policy, called for a broader, more fast-moving implementation agenda, spanning more departments.

From superfast broadband to accident and emergency waiting times; the two-year-old childcare offer to Right to Buy; the staff in the IU apply their skills across a diverse set of areas.

With a broader remit, prioritisation and clarity about the problems that need to be solved is vital. The IU works to an agenda set quarterly by the Prime Minister and Deputy Prime Minister. Although it regularly undertakes rapid analysis to meet ministerial needs, the IU's main work is to undertake six to eight week 'deep dive' reports that aim to get right to the bottom of thorny implementation issues. These build on many of the techniques developed by PMDU.

When the IU was created, there was nervousness in some quarters that this could signal a return to top-down government, going against the drive to devolve responsibility to the lowest possible level. Some departments were initially fearful that the IU would be another central unit imposing burdens and scrutinising their every move. Instead, from the outset, the IU has consciously tried to work alongside Whitehall colleagues and delivery partners to support implementation efforts. Fieldwork visits are





often conducted jointly, recommendations are developed collaboratively and every deep dive report is shared in full with the relevant departments. The fact that some departments are now creating implementation units of their own suggests that, although the IU way of working can sometimes challenge departments, they recognise its value too. As a Director in an arm's length body recently said to me, "I have to admit you were persistent in getting at all the facts, but it has been really helpful."

Another area of difference is the IU's oversight of Departmental Business Plans. The previous Public Service Agreements, led by PMDU, were lauded for their attention to detail and alignment of inputs, actions, outputs and outcomes, but the corresponding bureaucracy frustrated many of those striving to reform public services. In place of this complexity, the Business Plans present the Government's simple to-do list of policy commitments and implementation milestones, with progress reported to the public in real time, through the No. 10 website. Over the course of the first year of the IU, a streamlined, digital back-end system was developed. This digital system has helped to reduce the requests for information that the IU needs to make. With less paperwork, departments' boards are able to be more business-like, and to prioritise their own activity – without losing focus on the Government's core commitments.



## Implementation is clearly much more than a buzzword – but it's still the word on everyone's lips.

### Solving problems at the front line

At the heart of the Government's approach to implementation is an emphasis on generating and using evidence. User feedback is now central to the NHS, with the introduction of the Friends and Family Test in every ward. More than 1.6 million patients responded in the first year: 25 times more than completed the National Inpatient Survey in 2012. The IU itself has a team of analysts who ensure that the highest standards of evidence and insight feed into its work. These days the use of open sources, What Works insight and big data analytics sit happily alongside more traditional data requests.

There's a strong focus on frontline intelligence – civil servants and ministers venturing far beyond Whitehall and systematically interviewing service users, public-facing staff and managers. Asking simple questions, finding out what's getting in the way of implementation and bringing back sharp messages to those with the power to unblock issues. More often than not, the problems and solutions are disarmingly obvious but the message just hadn't been getting through.

### The ingredients of good implementation

Last year, when the IU looked back on the factors that most often stand in the way of good implementation, it found they were basic things like management information, organisational silos, commercial understanding and communications. Each of these areas is now being



## An implementation deep dive



A deep dive begins with one or two simple questions, usually focused on an implementation concern, e.g. does the experience to date of local areas suggest that a given programme is going to meet its stated ambitions? What are the barriers and how can they be overcome?



Ensure that all stakeholders are clear about the purpose of the deep dive – it is really important that everyone agrees on the issue and is bought into jointly solving any problems.



Conduct a full programme of fieldwork with stakeholders, interviewing people at every stage and every level of implementation, ensuring a broad, representative sample. This might entail national-level interviews as well as day-long visits. Bring this together with a substantial programme of quantitative desk analysis, using a variety of public and other data sources.



After testing emerging findings with stakeholders – and conducting additional interviews and analysis – produce a short, focused report, clearly setting out issues and presenting actionable recommendations.



Discuss with ministers and those leading implementation to turn the recommendations into action.



**The agreed action is always followed up, to retain ongoing sight of implementation. Support is available when it is needed.**

addressed as part of civil service reform.

Good implementation is not rocket science. It's about doing all the basics well, like focusing properly on implementation at the policy stage, looking through the lens of the consumer and knowing what's happening on the ground. That's always easier said than done but the Government's focus on implementation is paying dividends. Take the Troubled Families programme, which has helped transform the lives of tens of thousands of the hardest-to-help families, with children back in school, youth crime and anti-social behaviour reduced, and more adults in continuous work. Then there are the hundreds of new free schools and academies, and the broadening of access to higher education and apprenticeships. And the continued focus on growth has seen real progress through a wide range of programmes including New Enterprise Allowance, start-up loans, Right to Buy, Help to Buy and rural broadband.

As we move into the final year of the parliament, civil servants remain focused on making policies happen, improving services for the public and running them more efficiently. This focus will still be there, just as strongly, in the next parliament.

## Five things you can do to improve implementation

- 1 Start implementing at the policy stage.**  
Ensure implementation is designed in from the start by focusing more on the how at the ideas stage and not letting go of the policy work until a clear implementation plan is agreed and in train. Ensure all stakeholders are crystal clear on purpose. If subsequent implementation shows that the policy was wrong, don't be afraid to take it back to the drawing board.
- 2 Make sure you get real-time, high-quality data.**  
You and others will want to know what's really happening on the ground, as it's happening. So build in the management information and outcome measures that will tell you.
- Put the customer first.**
- 3 Well designed delivery systems, accountability frameworks and funding pots count for little unless services are built around the needs of the user. Ensure that implementation is targeted on what the customer wants, how they behave and what incentives they need.**
- Get out to the front line**
- 4 Bring the insights back for decision makers. Often implementation blockages are painfully obvious to those on the front line, but they don't always have the power to change things. Decision makers will respond well if you can expose them to real life issues, as well as understanding the delivery system.**
- 5 Prioritise communication.**  
With so many people involved on the way to the front line, it's easy for objectives to get lost in translation. And it's easy for the public to be out of touch or bemused by jargon. Emphasise communication at every turn – and communicate successes to inspire and share best practice.



### What to avoid: some common implementation pitfalls

- Insufficient clarity on purpose and objectives
- Lack of focus on customer needs
- Insufficient understanding of the provider market and its motives
- Organisations or departments operating in silos
- A tendency to launch additional initiatives, rather than refocusing existing programmes
- Poor quality data and tracking of performance
- Unclear marketing and communication

Source: Implementation Unit

# Dealing with modern slavery

» Ten years after 23 untrained and inexperienced cockle pickers were drowned at Morecambe Bay, Paul Fearn of the Gangmasters Licensing Authority tells how the organisation continues to tackle the exploitation of workers, and how the recent move of the organisation to the Home Office will strengthen their enforcement work.

“They talked about finding me a job in England. England! I thought. I’ve never been there. Let’s go!”

These were the enthusiastic first thoughts of Frantisek Ruzicka, who hails from the Czech Republic and was looking for a fresh start in a new country. He left Prague on the promise of a decent wage for a hard day’s work... but what was sold to him and what transpired in the East Midlands were worlds apart.

It is possible to report on the shocking but true story of the 44-year-old because he was lucky – one of 11 workers ‘rescued’ during a joint operation by officers from the local police, the National

Crime Agency (NCA) and the Gangmasters Licensing Authority (GLA). He is now attempting to make another new start in the UK – learning English and being assisted in finding a job.

Though the case provided what Derbyshire Police described as a ‘massive learning curve’ for its officers, the scenario was only too familiar for enforcement staff at the GLA.

GLA Chief Executive Paul Broadbent explains: “Frantisek is a typical trafficking victim. He was duped into travelling to the UK, charged an illegal ‘finding fee’ for the job, driven into debt and forced to work long

hours for very little money. It’s a story the GLA has been uncovering more and more in recent months.”

Help arrived for Frantisek when one of the 11 workers being controlled by his traffickers sought help from the Salvation Army and within weeks a joint operation had been planned and executed. The offenders, the Marcin brothers, and their wives were arrested, charged, convicted, and sentenced to periods of imprisonment.

The judge at Derby Crown Court handed 52 months to Igor Marcin and 40 months for Marek. Igor’s wife, Dagmar Marcinova, was sentenced to ten months



## Illegal and legal workers

The GLA was established to create a framework for the prevention of exploitation of workers. While the GLA looks to see if employers have checked if their employees have the right to work in the UK, illegal working is not the main problem we come across. Employers intent on exploiting workers will opt to use legal migrants because they have the right to work in the UK and present no risk from the immigration authorities. These workers are also largely unaware of their rights and entitlements in terms of minimum pay, holiday entitlements etc. The GLA's role is to ensure these workers are treated properly, and know what they should be paid and should expect from employment in this country.

while Marek's wife, Gabriela Marcinova, received eight months.

Of the 11 workers taken from their houses in Derby eight returned home. Frantisek and two others remained in the National Referral Mechanism – the UK's formal process for victims of trafficking.

### History

Formed after the Morecambe Bay cockle-picking disaster when 23 Chinese workers drowned on the perilous sands, the GLA was created to prevent worker exploitation. The cocklers were sent out ill-equipped to deal with the conditions and even less prepared for what they should do if, or in this case when, things went wrong. They were being paid just £5 for each sack of shellfish they gathered from the freezing beach but they set out on their 40-minute trek to the fishing beds just an hour and a half before the tide turned and started to cover the sands. They were warned by locals heading in the opposite direction but failed to heed the warnings.

Though they had a mobile

phone and called 999, they did not have sufficient knowledge of English to direct the rescuers to their vehicle. Only one person was removed from the sea alive that night, a man called Li Hua, who by sheer fluke was spotted by a Royal National Lifeboat Institution helicopter. His evidence helped convict the gangmaster, Lin Liang Ren, of 21 counts of manslaughter, facilitating illegal immigration and perverting the course of justice. In March 2006, Ren was jailed for 14 years at Preston Crown Court.

The potential dangers to vulnerable workers had already been recognised at the time of the tragedy by Paisley MP Jim Sheridan, who had introduced a Private Member's Bill shortly before the disaster. The Bill gathered momentum and was adopted by the Government, becoming the Gangmasters (Licensing) Act of 2004.

One of its provisions was to create the GLA, which was established in 2005 and began issuing licences in May 2006. The Act also created a number of offences – most notably acting as a gangmaster without a licence and employing the services of an unlicensed gangmaster.

### How the GLA has evolved

The GLA's strategic aim was adjusted in 2013 but it remains true to the founding principles. It now reads: "Working in partnership to protect vulnerable and exploited workers."

The authority went through the Government's Red Tape Challenge in 2012 to reduce any unnecessary burden it may place on business. On 9 April, the Prime Minister announced that the GLA would move from the Department for Environment, Food and Rural Affairs to the Home Office, so it could concentrate on tackling the most serious cases of worker exploitation. Cases like the one in Derby.

Frantisek was certainly vulnerable and severely exploited. He was forced to live in an insect-infested room and sleep on a bare mattress on the floor. Though he had only been promised £50 per week, the amount was enough to tempt him to leave his homeland. However, he soon became a 21st century slave.

As he explains: "The day after I was brought over I found out that I already had a £350 debt. I was made to work in a flower factory and then in car washes but I would actually get only £10 per week, sometimes £5.

"We were each given one salami for lunches to survive on for a week – week after week – just one. When we were supposed to have dinner they would cook us simple pasta or potatoes.

"My boss had taken all my documents. All I had was my Czech ID so it was impossible for me to find work elsewhere. I thought about going back home to Prague but how



## Dealing with modern slavery

can I do that with no money?”

As well as three other men, Frantisek shared his room with dozens of beetles in the house in Derby. They would eat away at him as he slept often waking him in the early hours. They left him covered in bites and he said the itching while trying to pack flowers was near unbearable.

By contrast, the traffickers led a very different existence. They controlled workers' bank accounts and their wives would dip into them for ready cash if they were short – though the term 'short of money' is not one that seems to describe the general condition of the Marcin households.

The two men were often to be seen draped in gold jewelry or flashing money around in casinos and they drove around, or were at times driven around, in a variety of expensive cars. Benefits claimed in the names of those they trafficked to the UK totalled £101,168, though it is estimated the total profit gained from exploitation could have been £1.3 million.

The conviction of the Marcins was a welcome result for all partners involved and one of a number of recent successes enjoyed by the GLA as the focus switches to dismantling organised crime groups.

In December, unlicensed Norfolk gangmaster Audrius Morkunas was jailed for seven years for running a very similar operation to the Derby example above. From his previous experience as an Assistant Chief Constable Paul Broadbent is aware, however, that further education is needed among police forces to teach them how to spot and deal with organised criminals who are in the business of exploiting workers for profit.

“These cases are often extremely complex and hugely

### Working with the police

In addition to the GLA's own enforcement powers, the authority has the ability and capability to carry out surveillance (under the Regulation of Investigative Powers Act). It also has the capacity to carry out the confiscation, or civil recovery, of assets that have been gained through criminal activity from offenders (under the Proceeds of Crime Act) if the defendant is judged by the courts to have a 'criminal lifestyle'. The GLA works closely with other law enforcement bodies, police forces and the National Crime Agency (NCA) providing tactical advice on evidence gathering after the law enforcement bodies have executed warrants and arrested suspects. Moving to the Home Office will help the GLA develop their relationships with the rest of the law enforcement family, strengthening their focus on enforcement.

Aside from the police, the GLA is one of the few non-law enforcement bodies that is a 'first responder' to reports of forced labour and human trafficking. It refers a significant number of trafficking cases to the NCA's UK Human Trafficking Centre – a multi-agency centre that provides a central point for the development of expertise and cooperation in relation to the trafficking of human beings. The GLA's small team of officers, working from their home addresses throughout the UK, are called upon to assist police forces in understanding the mechanics of forced labour offences.

The authority is also a member of the NCA's Organised and Immigration Crime task group, which focuses on all forms of trafficking and exploitation. Its close relationship with the police and NCA is demonstrated by its authorisation from the NCA to use and contribute intelligence to its organised crime group mapping system. The mapping system identifies the nature and scale of serious criminals and their connections throughout the UK. Some of the information, where high-priority groups are identified, is fed into monthly Serious and Organised Crime Group meetings, which are attended by the GLA and chaired by the Home Secretary.

resource intensive,” he adds. “You are typically dealing with large numbers of people who speak little or no English, many of whom have an innate distrust of 'the authorities'. In a recent operation in Cambridgeshire, for example, we removed around 80 workers from more than a dozen addresses.

“You need to speak to them all so it's a hugely time-consuming task working with numerous interpreters to get statements and even then, in some cases, we need witnesses

to stand up in court and testify against people who have been threatening them for months, sometimes years.

“For a migrant in a strange country who fears violence against themselves and also sometimes against their families back home, this is a massive ask.”

However, in some cases it can and it does work and Frantisek sums it up quite nicely when he says: “My bosses wanted everything and they have ended up with nothing.”



# This is us

## » Sir Peter Housden, Permanent Secretary to the Scottish Government, gives his perspective on public services in Scotland.

We are currently in a rich period of organisational reform. The Civil Service Reform Plan is redrawing relationships within and between departments in Whitehall. And within the Civil Service supporting the Scottish Government, we continue to develop capability to deliver the outcome-focused programme of the Government.

In public services, there are important differences in policy apparent between the two administrations, requiring different organisational forms and cultures to affect their delivery. This affords excellent scope for mutual learning across the Civil Service and beyond. So to whet the appetite, let me offer a quick sketch of where we are.

Health warnings. We are keen to learn and do not over-claim, either on service performance or outcomes – the challenge of making it happen consistently, over diverse geographies and over time is immense. But we can already point to successes and positive trends which give us confidence and sustain our ambition.

Is it simply a function of scale? Can Scotland do all this because of the immediacy of its key relationships? They certainly help, but we find our many visitors these days asking deeper questions about a shift in the cultures of professionalism across public services in Scotland.

So how did it happen? We

serve the government of the day and drawing on its roots outside the established polity, the Government elected in Scotland in 2007 laid down an approach which valued public services and public servants. It had a strong orientation toward communities and voluntary effort – with a clear sense of ‘civic Scotland’ in all its diverse forms across the country. Thus it was not a ‘statist’ approach, or one whose orientation was formed by, and focused solely on, the more densely populated ‘central belt’ of Scotland. It set its approach in the context of national ambition and renewal, and drew inspiration from governments and administrations beyond Scotland and beyond the UK. It wanted a new relationship with local Government and set its face against the then-prevailing wisdom of New Public Management.<sup>1</sup>

This shift had recognisable roots. My predecessor John Elvidge worked with colleagues to develop a culture of adaptive leadership within the Civil Service, and with First Minister Jack McConnell on the potential for a shift in the pattern of more holistic organisation in the Scottish Executive.

This direction was set in a new matrix for the Scottish Government authored by Cabinet Secretary John Swinney in 2007. It was based on a single

statement of the Government’s purpose with a description of the Government’s objectives in terms of measurable national outcomes, and a system for tracking and reporting on performance. The command structure was simplified in the political sphere and in the Civil Service there were fewer senior roles in a more unified structure, replacing departmental silos with more variegated lines of political reporting.

This formed the basis for a Concordat with local government – with a stated Government intention to ‘stand-away from micro-managing thus reducing bureaucracy and freeing up local authorities and their partners to get on with the job.’ We saw the introduction of the Single Outcome Agreements with Community Planning Partnerships bringing together public and third sector service providers. These were set against the National Outcomes which replaced a range of sector-specific targets. Ring-fenced grants to local government were abolished and other steps were taken to move away from the rigidities and perverse incentives of New Public Management. We saw rationalisation and alignment of arms length bodies around the Government’s purpose.

The fundamentals of this approach have endured and found important cross-party endorsement in the



<sup>1</sup> "The basis of [New Public Management] lay in...lessening or removing difference between the public and the private sector and shifting the emphasis from process accountability towards a greater element of accountability in terms of results." Christopher Hood, 'The "New Public Management" in the 1980s: variations on a theme', *Accounting, Organizations and Society*, Vol. 20, No. 2/3, pp. 93-109, 1995.



Scottish Parliament and international attention. Its on-going evolution is seeing a greater emphasis on 'asset-based' approaches to build on and extend the resilience of individuals, families and communities. This is seen not only in community grant schemes and devolved budgets, but also in recovery programmes for those seeking to exit drug use which draw on the resources and potential of those in recovery themselves to assist others on the journey. Community resources can be mobilised to support the lonely and vulnerable, with many such as befriending and walking groups requiring no professional inputs. Those responsible for statutory services in Scotland are increasingly looking to

complement and extend services in these ways.

Beneath this is a recognition – owing much to Harry Burns, until recently the Scottish Government's Chief Medical Officer – that the fundamentals of human wellbeing that underpin health lie in fulfilling personal relationships and in lives with a sense of coherence and purpose. Services and budgets need to focus on those at risk from the pre-natal stage onward, and to nurture and extend networks across vulnerable communities and groups building on and strengthening their assets and confidence, and thereby their resilience.

The Scottish approach is about public services, with a dynamic that goes well beyond the public sector. Glasgow Housing Association's

approach to empower its staff to respond to tenants' needs, and the survey of asset-based approaches in communities published by the Centre for Population Health in Glasgow are two examples of something that feels a significant force and direction of travel across voluntary and community bodies as well as in Government.

Leadership is crucial. You can, famously, get everyone in Scotland in the same room, but this is not simply a matter of scale. As my colleague Ken Thomson (Director-General for Strategy and External Affairs in the Scottish Government) put it "When we face a bigger challenge, we hire a bigger room". The Early Years Collaborative brings together those leading the drive to make Scotland



Sir Peter Housden,  
Permanent Secretary to the Scottish Government



## This is us



The Scottish Parliament has voted to transform the way health and social care services are provided

the best place in the world to grow up. Their 900-strong learning sessions are held in a rock-concert venue, with energy and creativity to match.

Networks like these form a part of the 'collaborative infrastructure' in Scotland and their reach is important, for the Scottish approach often runs against the grain of both professional sovereignty and organisational autonomy. This sense of collective endeavour and the sharing of experience is the basis of the work of the Scottish Leaders' Forum, a cross-sectoral network focused on nurturing these forms of collaboration. It, too, meets in a bigger room: the conference centre attached to the Golden Jubilee National Hospital in Clydebank, brought in to NHS Scotland from the private sector in 2002.

This collaborative infrastructure matters more than we may realise. To orient formally-organised and

structured organisations, each with strong duties on accountability and the use of public money, to the ethos of co-production and an asset-based approach, is ground-breaking work. It challenges traditional roles and assumptions. To achieve outcomes, not just activity and outputs, an organisation has to think, plan and act differently – about its resources, programmes, staff, management and governance and, crucially, how it works with others and with the communities it serves.

This is seen nowhere more clearly than in relation to the workforce. This new way of working both gives more opportunities to, and places greater demands on, frontline staff. In this environment, a care worker for example needs to be able to work flexibly and responsively as part of a spectrum of support orchestrated by the user,

often with carers and staff from voluntary organisations. Frontline staff typically relish these challenges, but have often had to use initiative and guile to square the practical demands of their work with management requirements and processes particular to their organisations.

Set within a genuine partnership context with the trade unions and professional bodies, important work is underway at national level and in localities to align systems and processes, and also to recognise the power and potential of the workforce as innovators, both in terms of process efficiency and in service improvement.

The improvement of services in Scotland is increasingly benefiting from the evidence-based and consistent methodology pioneered by the NHS in Scotland in its Patient Safety programme. These approaches are



being brought to scale in the Early Years Collaborative which involves all 32 local authorities and their partners, and are increasingly part of development programmes for staff at all levels in a variety of organisations.

The distinctiveness of the Scottish approach was recognised in a Carnegie Study<sup>2</sup> which found that “Scotland was the only jurisdiction where we were able to clearly observe a strategic approach and trace it to a series of cross-cutting policies.”

But does it work? Satisfaction levels with public services in localities have risen. In health and across a wide range of services we are seeing measurable improvements in both outcomes and the closure of equality gaps. We see positive data on school attainment and pupil destinations and a

reduction in exclusions; better use of social worker time and improved outcomes for children looked after; significant improvement in oral health amongst children; reductions in delayed discharge from hospital, in hospital-acquired infection and in standardised mortality rates. These encouraging data stand alongside wider social outcomes such as the significant reductions in crime latterly, in youth unemployment and in the misuse of drugs and alcohol. As part of the National Performance Framework, the data are published and updated on “Scotland Performs”, [www.scotlandperforms.com](http://www.scotlandperforms.com).

The list could go on. But we do not over-claim. Many of the issues we are dealing with are chronic problems with deep roots, and sustained improvement requires

persistence and determination. There are also important questions of methodology – how do you get this job done? Governments – of whatever stripe, now and in the future – will look to civil servants in Scotland to answer that question – to know what works. It is non-trivial. Securing sustainable improvement in public services requires an understanding of the complex interactive systems and hugely-varied environments in which they are produced and consumed. Dialogue around the approach in Scotland and the distinctive approaches elsewhere can only aid the cause.

It is for these reasons that we have deepened our policy engagement within the UK Civil Service, seeking out new relationships and sources of learning to our mutual advantage.

Sparking community engage and imagination by creating a day out at the beach at Possilpark Community Centre



2 Weathering the Storm, <http://www.carnegieuktrust.org.uk/publications/2013/weathering-the-storm--full-report>.

# What hackdays can do for you

» Government departments like the Foreign & Commonwealth Office are just beginning to understand the value of hackdays, or hackathons. A hackathon that recently helped recent flood victims shows what can be done, says Gerard Grech, CEO of Tech City UK.

With more than 30 co-working spaces in Tech City alone, London's tech community knows a thing about collaboration. Across Shoreditch and beyond, people come together on a daily basis to exchange ideas, bounce concepts around and gather inspiration. And when those people are programmers working towards a shared goal, the word 'hackathon' is often attached. A hackathon is a gathering – typically involving software developers and computer programmers – who join forces for a short but dedicated stretch of time, and pool their expertise to work on a specific project, finding innovative ways to build or enhance services and applications.

“Government called on the tech community to best use its wealth of flood data and the response we saw from developers has been fantastic.”

Usually restricted to just a day or sometimes a weekend, hackathons are intense sessions and, as such, the outcomes are inventive and original. Earlier this month, following the extreme weather and flooding that severely affected parts of the country, the Government called on Tech City UK as a convening hub for

digital innovation, to mobilise the tech community to help.

In less than 24 hours, Tech City created #floodhack, appealing for volunteers from across the tech community to give up their Sundays and apply their programming skills for the benefit of flood victims. On 16 February, more than 200 developers signed up and came together at Tech City's Google Campus to devise digital solutions to aid impacted communities. Engineers and individuals from the likes of Google, Facebook, Conversocial, Twitter, Microsoft, Datasift, Twilio, Nominet Trust, TechHub, SKHub, Shoothill, Session Digital and Inviqa also lent invaluable support and helped make the hackathon happen.

The key to #floodhack was the availability of Government data. Over a 48-hour period the Transparency Team in Cabinet Office, who lead the Government's Open Data agenda, worked closely with colleagues in No.10, the Department for Environment, Food and Rural Affairs, the Environment Agency, and the Government Digital Service to release data which had until then been restricted and sold to a small number of corporate clients. This rapid opening up of Government data was a significant moment: for the first time, developers had a wealth of flood level data available via data.gov.uk. The datasets included readings, updated every 15 minutes, from every flood sensor in the UK - effectively giving the hackers live data on the situation

across the country. From 10am to 7pm, teams of volunteers clustered in groups to discuss, develop, refine, write and test applications and services that use flood level data to best effect. Throughout the day, support rolled in through social media, with the Prime Minister among those to Tweet high praise:

“Great to see the UK's digital community coming together to develop tech solutions to respond to flooding.”

#floodhack culminated with pitches from sixteen developer teams who were each allocated two minutes to present their hack to a Cabinet Office judging panel. After hearing the presentations, the panel selected a shortlist of the most useful applications demonstrated. The chosen apps were:

**Don't Panic** – A system that allows people with and without web access to request and receive help, ranging from the delivery of materials, to local information. The system will record data for future analysis and real-time response planning.

**UKFloodAlerts** – An alert system that allows people to select a predefined specific alert, such as power loss, a burst river bank, flooded roads/paths etc., with those



in the local area being instantly alerted by app or SMS.

**Flood Feeder** – An aggregation tool that visually presents a feed of flood (and related) data, such as geographic granularity, warnings, alerts, mobile phone mast locations and transport routes.

**FludBud** – Using Twitter to spread the word about floodvolunteers.co.uk; locating Twitter users near flood affected areas and tweeting them information about floodvolunteers.co.uk and potential volunteers in the vicinity.

**ViziCities** – A tool that visualises flood levels in 3D using the ViziCities platform.

**Who do I call when I have a power cut?** – A service that lets people look up their Distribution Network Operator based on their postcode, connecting them with the right people when their power is cut.

**Citizen Flood Journalism** – A service that located people tweeting from flood-affected areas and messages them to request photographs and descriptions which are then compiled into a geo-linked feed of flood-related information.

**MyState** – A service that allows people at risk of flooding to

register themselves and their state using their phone to access the best information to help themselves and request help from others. They can also opt-in to receive warnings for their location should conditions in their environment escalate.

Joanna Shields, Tech City UK chairman, who led the initiative said: “Government called on the tech community to best use its wealth of flood data and the response we saw from developers has been fantastic. Over the course of the weekend we had hundreds of people volunteer their time to produce genuinely innovative apps that are testament to the creativity, imagination and generosity of our local tech community and demonstrates the power of Government opening up data.”

As the success of #floodhack demonstrated the power of the open data movement, there were calls for Government to continue to release more data to spur the creation of future innovative public services. If and when this happens, one thing is certain: there’s a thriving tech community waiting to collaborate.

## Even the Foreign & Commonwealth Office...

“Open Data” and “the Foreign & Commonwealth Office” (FCO) are not phrases that you see together in the same sentence very often. Yet the FCO has unique information in its archives, like details of every treaty the UK has been a signatory to since 1834, and generates information on a daily basis on [things like] the human rights case[s] in countries.

To explore how this data could be used the FCO held a hackday in January 2014. 28 developers from all over the country, ranging in age from GCSE students to pensioners, were brought together in the Impact Hub Westminster. Their challenge was simply to do whatever they wanted with the information FCO holds.

The winning entries were:

- **FCO Alerts** – an android app providing customisable alerts from the FCO travel alert webpage.
- **TINATAPI** – an API with information useful to travellers such as areas of risk, travel alerts, and human rights information.
- **Relations Tracker** – a heatmap for analysing the international relations of the UK using weightings of data such as treaties signed, membership of international communities, and trade levels.
- **FCO Data On the Operating Table** – a challenging but constructive analysis of what the FCO needs to do to improve the quality of its data, and what other data would be useful for developers to have.

By Eleanor Stewart,  
Head of Transparency, FCO



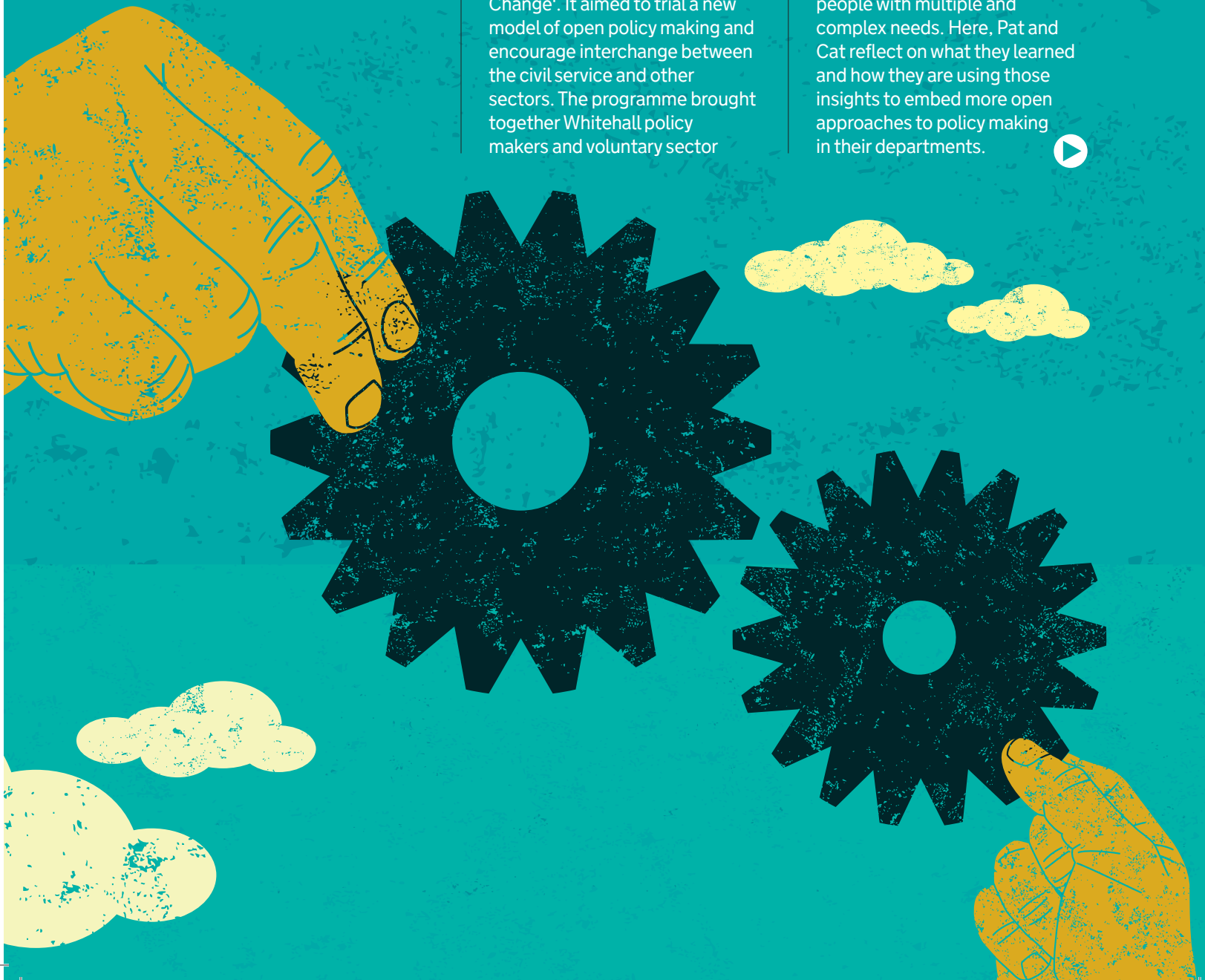
Volunteers at Google Campus

# Connecting policy with practice

» Getting out of the office can really challenge your assumptions. Nicola Hughes, from the Institute for Government, spoke to two civil servants who have been learning how important it is to do that.

Cat Drew and Pat Russell are two civil servants who took part in a new Big Lottery Fund and Institute for Government programme, 'Connecting Policy with Practice: People Powered Change'. It aimed to trial a new model of open policy making and encourage interchange between the civil service and other sectors. The programme brought together Whitehall policy makers and voluntary sector

practitioners to participate in a series of workshops, events, research projects and exchanges. They focused on long-term policy problems, particularly youth unemployment and supporting people with multiple and complex needs. Here, Pat and Cat reflect on what they learned and how they are using those insights to embed more open approaches to policy making in their departments.



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### Why did you get involved in the programme and what did you do on it?

Cat Drew, Head of the Police IT Policy Team, Home Office: I had been promoting open policy making within my department and wanted to develop that. During the programme I found practical ideas about how to engage and met some inspiring practitioners and civil servants. We were 'partnered up' with a voluntary sector practitioner to explore different aspects of policy making over a period of about six months. My partner was Toni Warner from SHP, an organisation based in Islington that helps people who are homeless or vulnerable. We looked at how the voluntary sector and local services could 'donate' data to fill evidence gaps where national data is lacking or to build up a more comprehensive explanation of why things are happening. Some of the challenges we encountered related to the greater value decision makers tend to give to quantitative data (statistics) over more qualitative data (observations).

Pat Russell, Deputy Director for Social Justice, the Department for Work and Pensions (DWP): I was keen to look at things differently and share ideas with others. With my partner Andy Crossland, Chief Executive at the Humber Learning Consortium, I chose to examine collaboration and partnership. Why? Well, partly because I have always found that things work better if people work together. And

partly because it goes to the heart of my day job, which is leading the Government's Social Justice Strategy.

Andy and I spoke to lots of different organisations to understand what worked and what didn't. He was developing a major partnership to support young people in the Humber region who are out of work or training, part of the Big Lottery Fund's major investment to support young unemployed people. The opportunity to share ideas about collaboration with others generated some animated discussion. Many of us participating in the programme had found that contracting and funding regimes, especially in a world of constrained resources, can make it harder for delivery organisations to work collaboratively as competition for scarce resources increases. But imaginative schemes – such as DWP's Innovation Fund which supports ten Social Impact Bond projects – have seen entirely new collaborative partnerships emerge.

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### The programme involved working with frontline practitioners. Did that change the way you think about policy at all?

**Cat Drew:** Meeting practitioners from a wider variety of backgrounds than I would do in my day job was valuable. Two things became clear from our group discussions and from visiting projects on the ground. First, because of their direct contact with public service users, frontline practitioners have a

better understanding of the totality of people's combined needs, for example healthcare needs, their housing situation and employment prospects.

Second was how confusing Government can be from the outside. Our departmental structures do not reflect the way people order their lives, as the Government Digital Service redesign for GOV.UK has recognised. When customers go to the new site they find information relevant to their own lives (driving, employment, benefits) rather than having to work through departmental structures. But siloed ways of working are evident in some frontline services: SHP were working with people who got sent from one statutory service to another – from drug treatment centres to the housing office – when their problems were much more personal, overlapping and connected. Some programmes like the Troubled Families programme take a 'whole person' approach that starts with the needs of the family and does whatever it takes to help them. But we can all do better to work together on cross-departmental objectives, to design services around the user rather than our departmental boundaries and to make these processes visible to practitioners so they know whom to contact. The processes we follow to develop and agree policy are also opaque to outsiders and I think that some of the voluntary sector participants benefitted from learning more about how we work in Whitehall.

**Pat Russell:** I was struck again and again by the insights that people on



## Connecting policy with practice

the programme had got from talking directly with service users and seeing practice for themselves. Too often we – both policy makers and delivery organisations – create systems with hard edges: specific outcomes, tough thresholds. Central Government will create policy and funding that can only focus on outcome x or y. Delivery organisations, driven by their mission, by funding or governance, can feel limited in their scope. But people who need a lot of support, like the hardest to reach young people or adults facing multiple disadvantages, need something less hard edged. Their lives are often messy and complicated; they don't fit easily into a single outcome.

In my part of DWP, the Social Justice Team, we are looking at what we can do differently to help people who have spent many years entrenched in worklessness. So with my experience from the programme, I have worked with colleagues across both policy and operational parts of the department to see how we can understand the needs of people who use our services. We have run user insight events and have asked our local operational staff who will be doing the scoping work to design the offer in conjunction with local partners and claimants. It's been an interesting – and at times challenging – process. Some people worry that we haven't locked everything down first ("What do you mean, you can't specify exactly what interventions will be done with what types of people?"). But I am determined to stick to this approach and my team have been really up for doing it too.

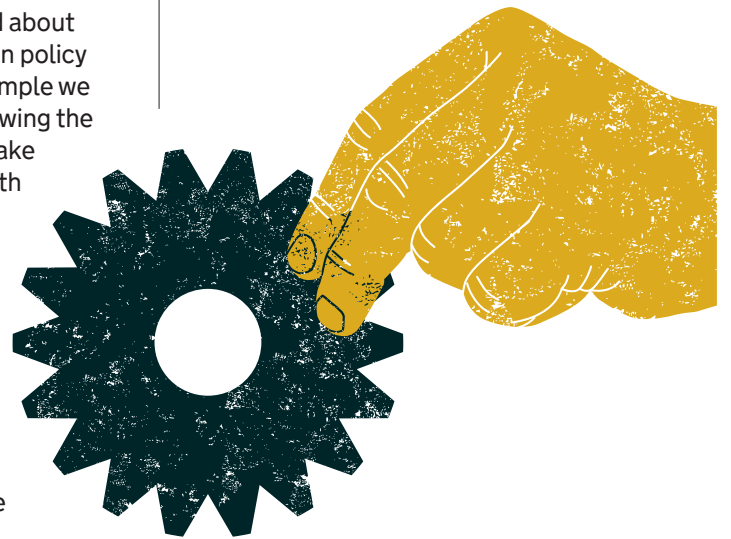
### What did you find most interesting or surprising?

**Cat Drew:** We learned about ways to involve users in policy development. For example we heard about how following the Christchurch earthquake the New Zealand health service designed new hospitals by making cardboard prototype wards that they invited patients to walk round and provide instant feedback on. We spoke about insight techniques like how the public design agency Participle gave people struggling with obesity problems cameras and asked them to keep a food diary. By doing so they discovered the disconnect between what people say at face value ("I eat well") and how they really behave ("I end up eating badly after I've been on a night out"). I was also struck by examples of organisations that were co-producing services, like Haringey Council who engaged young people to help design and deliver local youth offending services.

**Pat Russell:** I was struck time and again that no-one sets out to design bad policy or to deliver services badly but sometimes we end up doing just that. We talked often about collaboration being a good thing. But then one colleague explained how a Government department had specified in contract tender documents exactly what a collaboration needed to look like and what relationships had to be formed. All of which ended up destroying partnerships which had worked perfectly well until then. These are real unintended consequences.

### How have you taken what you've learned on board?

**Cat Drew:** It was clear from the programme that there are challenges facing civil servants and practitioners who advocate open policy making. The arguments for it are clear: working openly helps to produce more ideas, does not waste money providing services that users do not need, and allows us to test policy ideas with people who implement them. However, I've found that challenges of nervousness, lack of skills or contacts, and lack of time are still big issues. When the pressure is on to make a ministerial announcement the focus has to be on getting the job done. To address some of these challenges at the Home Office I helped design a policy school for 30 top policy makers, something a number of departments are doing. We learned from experts on behavioural economics, design and ethnography. Armed with these new skills, the policy makers went out to an immigration





centre, a police station and a Regional Organised Crime Unit to work with practitioners to develop solutions to real-life issues. Not only did they come up with some great policy suggestions, but they enjoyed it and felt more confident about adopting an open policy approach. Last year's cohort are going to design and run next year's policy school. There was also lots of interest in next year's 'Connecting Policy with Practice' programme when Nicola, Toni and I ran a session at the Home Office about our experiences and recommendations.

Through our policy profession group, the summer school alumni and those who are attending open policy making sessions, we are building a group of policy makers who are interested in trying out a more open and design-led style of working. And the fact that the Home Office is facilitating the first project to have support from the Government's new Policy Lab is evidence of that. The Lab makes space for policy makers and practitioners to see their problems differently and try out innovative, open and digital ways of solving them. They are helping us – and Surrey and Sussex police – design a better service for the public to report and help investigate crime.

**Pat Russell:** I'm interested in how to create more personalised, integrated services and enable environments where collaboration and partnership can thrive – there is a challenge to create policies that join up at both departmental level and on the ground. People with complex needs often need to use several services at any one time and we should aim to create boundaries that are more permeable – making it

## Programme conclusions

Over the course of the programme, the people who took part shared a number of insights about policy making, designing services for complex groups, different funding models and economic arguments, and encouraging greater partnership and collaboration.

Their stories and insights are summarised by the Institute for Government as five fundamental 'disconnects' between policy and practice:

- The lives of people who are vulnerable and excluded are messy and complicated. Practice suggests that services work best when they work collaboratively, deal with the 'whole person', and start with their needs. But policy too often operates in silos at both national and local levels.
- Long-term policy problems require long-term thinking. Those working in practice find their efforts frustrated by policy chopping and changing, and a lack of stability in the policy and funding environments.
- Services that prevent complex problems from escalating can be valuable, but proving the benefits and finding the right funding models is a challenge for voluntary organisations.
- Good policy intentions can get lost as they trickle down to the front line through different levels and policy is re-interpreted. An important part of the policy maker's job is to understand these systems and create feedback loops with the front line.
- Customer insights and in-depth understanding of service users, including a direct role for them in design and delivery of services, can be used to great effect. Policy makers can build on this by incorporating the voices of users into policy design.

To help develop solutions to these issues and to build on the impact of the first year of the programme, the Institute for Government and Big Lottery Fund hope to run the programme again in 2014. To read more about it, download a report of findings from Year 1, or to find contact details for further information please visit [www.instituteforgovernment.org.uk/our-work/better-policy-making/connecting-policy-practice-people-powered-change](http://www.instituteforgovernment.org.uk/our-work/better-policy-making/connecting-policy-practice-people-powered-change)

easier for citizens to cross between different types of provision in ways that better meet their needs. For example, how can we ensure that someone who is trying to turn their life around by getting structured treatment for drug addiction isn't hindered by inflexible requirements set to help them get a job that aren't tailored to their needs? Are there opportunities to

look at funding in new ways – through social investment, for example? Can we help local leaders identify opportunities to create more joined-up services and to actively support and encourage it from central Government? These are the challenges I've taken back to my day job and am working on with the team and with colleagues across Government.

# Joining up to transform lives

» Selvin Brown from the Department for Work and Pensions explains how the Civil Service is helping Britain's most disadvantaged individuals and families.

The problems facing disadvantaged people in the UK are tough to crack, and have long-lasting effects. A lack of family stability and unemployment affect parents and children. Lower levels of educational attainment limit opportunities. Crime and drug addiction ruin lives.


The Social Justice Strategy aims to tackle the root causes of poverty. Instead of focusing on problems in isolation, it seeks a holistic approach to address all of the differing social issues that can have a cumulative impact on people's lives.

Success requires everyone involved – inside and

outside Government – to work together. My job as leader of the Social Justice Communications team in the Department for Work and Pensions (DWP) is to help change behaviours so that civil servants approach these cross-cutting issues in an intelligent, unified way.

Making this a reality is not easy. The traditional structures of Government, and the way we allocate funding and measure performance along departmental lines, means that services don't always match the needs of the people who use them.

Take Ben, a long-term

unemployed man from Canterbury, as an example. Traditionally, DWP would provide benefits to support Ben while he looks for work. But focusing on Ben's unemployment, and targeting only the symptoms that fall within DWP's remit, may not be the most effective way to help him. The causes of Ben's unemployment could be more complex than simply not having a job – there could be a health problem (Department of Health); a lack of basic educational skills (Department for Education); an under-performing local economy (Department for Business, 



Innovation and Skills); or a need for localised services to tackle a chaotic lifestyle (Department for Communities and Local Government).

As it happens Ben was homeless and had a drug dependency problem. So instead of following the traditional route, Ben's Jobcentre Plus advisor, Lindsey, helped him join up the dots. She began by referring him to Torchlight, a charity that supports vulnerable and homeless people in Kent, Medway and Croydon. Once Ben was in accommodation, Lindsey then arranged a pre-employment training course. It was on this course that Ben admitted he had a drug dependency issue and decided to enrol in a rehabilitation programme, which also helped increase his motivation to look for work. Lindsey then provided Ben with support to improve his Curriculum Vitae also helped him to job search. This resulted in an offer of full-time employment with The Shore Group, a construction recruitment agency in Chatham.

Ben now has his life back and he's also receiving in-work support to ensure that he does not run into difficulties again. All this has been possible because civil servants, departments, local organisations and business joined together to address all the different problems Ben faced. If Ben had been left to find the support available from different places by himself, he might have fallen through the gap, perhaps condemning him to a lifetime of dependency on welfare, health and local services. That's why the Social Justice Strategy is important.

April 2014 is Social Justice Month. Eight Government departments have come

## Transforming lives

Singling out cause-and-effect relationships in the complex situations faced by disadvantaged individuals and families is difficult, and it will be some time before we can definitively claim that the Social Justice Strategy has been a success. Nevertheless, the overall evidence so far shows an improving trend.

- A quarter of a million more children were living with both birth parents in 2012 compared with 2011 according to the latest Family Stability Indicator
- The lowest proportion of children are living in workless households since records began
- In schools the attainment gap between disadvantaged youngsters and the rest is narrowing
- There are continued overall falls in police-recorded violence in England and Wales
- An increasing proportion of people are successfully completing treatment for addiction in England – the latest stats showing 13,000 more people leaving rehab entirely drug-free compared to three years earlier
- 14 social impact bonds are operational in the UK, making us a world leader, with a social investment market projected to be worth £1 billion by 2016.

together to see how their work is already turning lives around, understand what other departments are doing and explore future opportunities for greater joined-up working.

Ultimately, social justice is a matter for everyone, whatever part of Government they work in. All civil servants should ask themselves: What needs to be done to make a real difference and who do I need to work with to deliver?

- Do our current ways of working actually make a difference and provide fair return for the taxpayer?
- How do we overcome barriers that get in the way?
- And – most importantly – what difference can I make today?

Social Justice Month takes place throughout April in the Cabinet Office, the Department of Work and Pensions, the Department for Business, Innovation and Skills, the Department of Health, the Department for Communities and Local Government, the Home Office, the Ministry of Justice, and the Department for Education.

For further information, contact [selvin.brown@dwp.gsi.gov.uk](mailto:selvin.brown@dwp.gsi.gov.uk).



Social Justice  
Month

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