

THE PUBLIC SERVICE CHALLENGE

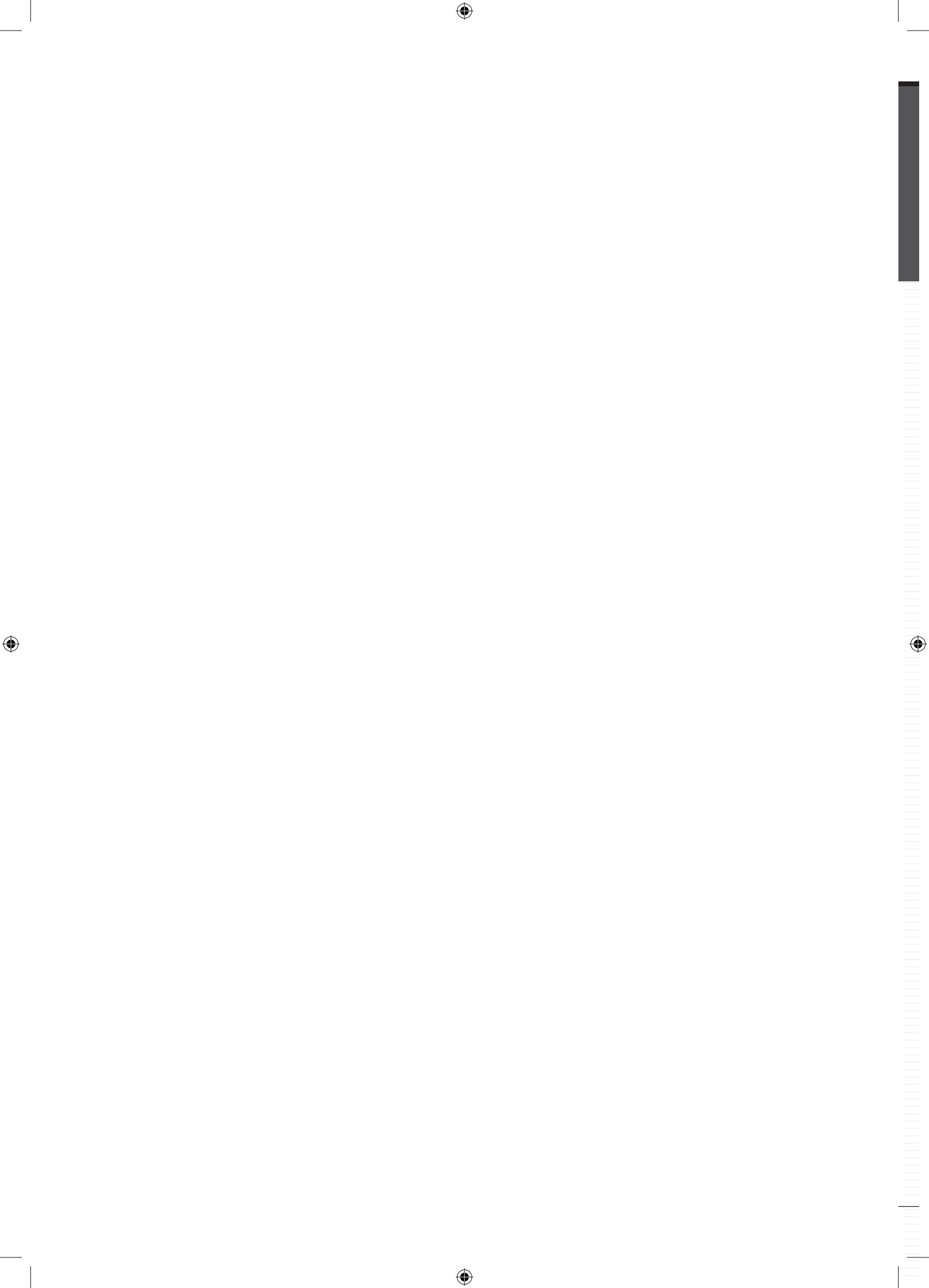
Implementing the lessons from Total Place

Local
Government
Group



THE MJ

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Preface

Michael Burton
Editor, The MJ

I am delighted that The MJ, (Municipal Journal) which has been covering local government since 1893, is co-producing this groundbreaking publication with the Local Government Association on a subject which could well set the pattern for public services during the rest of this century.

Launched as Total Place, the concept of services being built around the customer rather than around the silo organisations that deliver them, immediately caught the imagination of far-sighted public sector managers and politicians.

The pilot studies showed how Total Place could not only improve services and reduce overlap, but also reduce costs. The next step now is to implement the lessons that have been learned.

There are of course major challenges to overcome, not least the way public services are funded, the role of Whitehall and government departments in breaking down silos and in particular cultural objections to sharing budgets with other

public sector partners. But the pressing need to run public services as efficiently as possible on lower budgets means these obstacles must be overcome. Certainly the will is there.

The MJ and LGA Group decided to produce this publication to publicise the lessons from the pilots and some of the so-called parallel places, to collate in one place the views of the key participants in the Total Place programme and to create a record for posterity. We hope it will prove to be a guide as the public sector implements the next stage of Total Place.

Foreword



**Cllr Dame
Margaret Eaton**
Chairman of the Local
Government Group

The Total Place project taught us a great deal in a short space of time. The enormous amount of work completed by the pilots in a matter of months demonstrated categorically to both central and local government that things cannot continue in the current way.

It is not a radical revelation for many in local government that the systems we work within are far from perfect. Those who work at the front line in particular have first hand experience of why there is a desperate need to reform service delivery so that they are centred around people and their needs, instead of government organisations.

The work done by councils and partners has highlighted the wasted resources caused by a complex, silo-driven system within which overlap and duplication has become rife. Public spending cuts are coming, but people should and will continue to expect high quality services. Put simply, we need to do a lot more for less money, and that will only happen through a fundamental re-shaping of the state.

Whitehall looked to the expertise of councils to help find answers to what at times seem like intractable problems. And our response has shown that local government has a crucial role to play in finding solutions to the fiscal challenges the country faces. Whitehall's recent report on Total Place highlighted the excellent work councils have done in leading their areas to find ways of delivering better services for less cost. But while the experience has taught us much, the lessons we have learned need to be heeded and applied if we are to see genuine and lasting change. One of the things that singled this project out from previous similar initiatives by councils is the enthusiasm and engagement from Whitehall.

It is rewarding to see how, when central and local government really work together, we are capable of creating radical reform. Central government's recognition of councils' work is an important step in changing the relationship between the two tiers, but there now needs to be bolder and more concrete action from ministers. The new Government's commitment to a review of local government finance is a positive step, but our proposals go further for more radical change.

Place-based area budgets would ensure that local and accountable decisions on what public services are commissioned locally, and from where, can be made. The initiatives outlined in the Total Place report are a solid starting point and show that Whitehall listened to pilots, and the wider sector.

The 'single offer' proposal, which would remove ring-fenced funding and give greater freedom to high performing local authorities, and allow places to retain money from savings they make, addresses the LGA Group's call for money to be allocated by place, need and priority rather than institutionally-driven.

Giving councils and other local service providers more freedom to get on with their jobs is the only way to improve services while saving money.

The report also detailed plans to reduce the burden of inspection on councils, which can only be welcomed. Councils and the LGA Group have long been campaigning for local areas to be freed up from costly and restrictive Whitehall bureaucracy, and we now have some compelling evidence - one council alone has found reporting, inspection and assessment costs to be £7million, money that could be spent on services.

But while these proposals do show a clear and significant step forward, they now need to be taken further to slash the cost of bureaucracy and allow local people to influence and control what happens in their local area and how taxpayers' money is spent. Only a radical re-design of how local services are delivered will ensure that services can be improved and money will be saved.

The LGA Group has identified £4.5bn of savings that can be made quickly by cutting central bureaucracy and quangos alongside unnecessary inspection and regulation, and we urge the new Government to use local government expertise to find further savings offered by greater devolution to the local level. The importance of councils' unique local democratic mandate in leading the way forward has been recognised over the course of the last year. Councils, and councillors, have a pivotal role in shaping future public services. While we call on Whitehall to rip up the rulebook and take the radical steps needed, the challenge is also for local places: to seize the opportunity that has been offered, and show how they can take this initiative very much further.

There is work to be done by local service providers to find better ways of engaging with residents, and joint working based on shared goals agreed with local people. The sheer volume of parallel places which have undertaken their own place-based efficiency work has shown that the sector has the drive and enterprise needed, and that cannot stall. Breaking new ground will not be easy, but the prize is more than worthwhile. Now is the moment for locally elected leaders to provide strong political leadership and shape the future direction for their places, with residents at the centre of services. Nobody can ignore what Total Place has made so plain, and we cannot afford miss that chance. We need to use what we have learned as a springboard to transform theory into decisive action.



John Atkinson
Managing Director of
Local Government
Leadership

Expectations have been exceeded: now we must build on the lessons

The success of Total Place has met and far exceeded the original expectations of all of us involved at the start. It was a project that began as a £5million investment – a small amount compared to the expenditure of some large councils. Yet it has come to make an impact on most Whitehall departments, and dominated the public sector agenda for months. As such, all those involved – politicians, civil servants, pilots, the Leadership Centre and wider LGA Group – should be really proud of what has been achieved and recognise that they have been part of the creation of potentially radical reform.

Sweeping changes offered in Whitehall's Total Place report, including the single offer and innovative policy offer, provide the real possibility of bringing into fruition ideas that have long been sought after by local government leaders. The questions that it raises and opportunities it offers are fundamental and involve probing and radical choices about how we want to govern places for the benefit of those who live there. But we now need to act on those opportunities.

Although it is not a universal panacea, and there are and will be inevitably difficult decisions to be made, Total Place has succeeded in answering the basic – yet far from simple – questions raised at the start:

- Can we provide better public services for less money?
- Can we learn as we go about how we might do this?

The answer to both is 'yes'.

The speed and extent with which the agenda captured the prevailing national mood and public sector's imagination took everybody by surprise. But it resulted in high levels of political engagement which soon set the project apart from other cost mapping projects. It was taken to heart by Whitehall departments and a wide range of local agencies, meaning it now has ownership way beyond local government in a place.

One of the biggest challenges will now be moving this beyond the excellent work already done in the pilots and parallel places and establish it as common practice throughout the public sector.

This is going to require significant involvement across places that have only so far been peripherally involved, and a deeper engagement from key

Whitehall departments. But while the challenges are significant, the extent of what has been achieved in such a short space of time so far shows that they are far from insurmountable.

When the pilots submitted their findings to inform the pre budget report, the project had only been going for a few months. Yet the quality and ambition of the pilots' findings and recommendations, and the insight offered into highly complex issues, prompted close involvement from ministers and senior civil servants that proved vital to the process as it developed.

Each pilot has had to work through a number of challenging conversations both locally between partner agencies and nationally with government, and to see that culminate in the collective sense of a radical new direction has been gratifying and exciting for all involved. Now we begin a process of broadening and deepening; more places need to be engaged in the work and more themes explored.

In addition we need to fully explore opportunities created in the single offer and innovative policy offer. This means really effective places articulating their sense of what they really could achieve in the current fiscal climate and engaging with the new government to agree how they will do this. It means making a clear case for much greater local accountability by showing how this will support the new agenda that looks quickly to reduce the cost of public services while promoting 'big society'.

There have already been difficult messages regarding public finances and these will intensify over the coming months as the new government addresses the deficit and the problems inherent to that.

But we must not allow this to divert us from the radical reform we seek, and the changes we have shown should set the direction. In this groundbreaking work lies the answers not just to our current situation, but for long-term issues around the country's ageing population and environmental change. We set out to learn how we might tackle a small number of significant issues, but if we continue to learn – and to act boldly on what we learn – we will develop the capacity to deal with whatever challenges the future brings.

The next stage...



Lord Richard
Chair of the Total Place
high-level officials group,
chair of the Design
Council and director,
Institute for Government

Total Place will not survive as a 'brand' and in many ways that is a good thing. The time had come to move on from the initiative to ensuring that the lessons of the pilots and parallel pilots were learned and changed the way those of us working in the sector behaved, the way we focused our work and the way we worked together. If nothing else, the last year or so has shown conclusively that the current arrangements do not often work well. So, as in a new Parliament, facing unprecedented fiscal and social challenges, we can do one of two things. We can ignore the lessons of Total Place and set our sights solely on saving money by reducing the cost of existing services. But if that is the sum total of our ambition, then many of the current flaws will remain and be accentuated by a lack of resources. Alternatively, we can take the lessons to heart and look much more fundamentally at the way our public services operate, their purpose, their shape and the way they do or do not work effectively together.

Total Place has provided us with an agenda for that kind of radical rethink. It showed us that

- The time has come to dramatically reduce the number of narrowly defined targets, performance indicators, inspection arrangements and ring-fenced budget allocations, all of which cost money and take away the incentive and the space for enterprising public servants and professionals to use their initiative – sometimes even their common sense – for the benefit of citizens and taxpayers
- We have too many vulnerable people, households and communities receiving services from countless agencies which fail to meet their needs at great cost to the public purse. We need to find better ways of ensuring that these services are better coordinated – or even better, that they are redesigned around clients and not providers
- We must confront the way in which Whitehall remains so departmental. At a time when most of our major social problems range across bureaucratic boundaries, Whitehall departments continue to work in relative isolation with a weak centre struggling to bring the separate strands together. Worse still, these silos make it excessively difficult for local agencies to work

together sensibly for the benefit of citizens.

- We have a system which does not incentivise early intervention and prevention because we have not found a way of encouraging organisations to invest in prevention when they will not benefit financially from the savings that will accrue 'down the line'
- We have too readily accepted that public sector agencies do not cooperate in the purchase and use of basic resources. We spend £220bn on purchasing goods and materials across the public sector but we still have no convincing purchasing strategy for common goods. And the rash of public offices in our towns and cities says more about our desire to extol the brands of our organisations than it does about our commitment to better services for clients and citizens.
- We still know too little about our clients. Customer insight approaches are still not the norm and when they are employed it is usually to improve the quality of services rather than achieve new efficiencies. A hard-headed exercise in matching expenditure with client groups will often point to ways to potential savings.
- We have some way to go in developing a mature relationship with the civil society based on mutual respect. Non-statutory organisations are too often seen solely as service providers rather than policy partners.
- We have too quickly resorted to redesigning structures when we needed to redesign services around clients
- We have to devolve more power and choice to clients and communities

The success of Total Place is not to be judged by the continuation of the brand. It is to be judged by whether or not the new Government addresses these problems.

There are some encouraging signs – there are examples too of departmental silos in particular strengthening at the expense of effective local cooperation. It is a moment of choice for the direction of our public services for years to come.

In the next section we look at the conclusions of the Total Place pilots



Birmingham

The Birmingham pilot had six themes: early intervention for children and families, drugs and alcohol, mental health, learning disability, gangs, and an eastern area of the city. What was in effect a seventh theme looked at the leadership implications for the Local Strategic Partnership.

We found:

- A focus on symptoms rather than causes. 93% of worklessness spending is on benefits and just 7% on helping people into work
- A few people incur extremely high costs. Two dynastic crime families have cost the public purse £37m over three generations
- Prevention beats cure. £1 spent on drug treatment saves £9 later
- Silo finance inhibits collaboration to cut costs. Every £1 the council spends on early intervention is worth £9 to the city, but the council sees only a quarter of that
- Duplication frustrates the public and wastes money. There are 18 separate funding streams for offender management.
- Services built around outcomes not agencies, starting for example from giving people with mental health problems much more say over how they are helped and eventually spreading a 'whole citizen' approach across all we do
- A shift in the boundary between state, neighbourhood, family and individual. Our locality-based theme is trialling exciting new ways not just to connect with the public but to build people's confidence in themselves and their community
- A national framework which encourages partnership working and puts staff energy into serving the public, not coping with the system. Our Total Place report sets out the detail of that.

What needs to happen is:

- A 'budget for Birmingham': much more fully aligning how different public bodies spend money to stop problems at source and plan further ahead. Be Birmingham, our LSP, is on the case
- Smarter analysis of long-term costs and benefits, so that spending decisions are based more on reliable data, less on hope and hunch. We're creating a partnership research and intelligence function inside Be Birmingham

We are now forging ahead with the new approach to delivering services, this includes the ground-breaking Leadership for Change programme which focuses on developing cultural and behaviour change by creating a public servant that works across organisations and boundaries. Other work to develop Total Place includes establishing a budget for Birmingham and sharing services.

Bradford



Bradford's Total Place theme is the 'gateway to integrated services'. We have been looking at how we deliver support to young people leaving care, offenders leaving prison and older people with mental health related problems leaving hospital.

We found:

- There is an urgent need to prioritise spend for the benefit of 'place' and service user, rather than the individual organisation.
- Public service provision is too fragmented and too complex. By engaging and empowering our communities and our citizens, and by adopting the culture of people and place rather than organisation and/or department at a central and local level, we can significantly change the way public services are accessed and delivered.
- Involving service users in the pilot and learning from their experience has enabled us to better identify the potential to streamline services, make them more focused on individual needs and therefore achieve better value for money.
- A much more informed and comprehensive understanding of the distribution of resources in our district has enabled a stronger peer challenge of the current levels of service performance against outcomes achieved.
- Significant financial savings and better outcomes for service users can be achieved from practical systemic change, for example adopting a single assessment approach and allowing the passporting of this assessment between organisations.
- Locally and nationally, the development of integrated support pathways for service users can improve the life chances of and outcomes for vulnerable people, while delivering efficiency gains and savings.

What needs to happen next is:

- Closer working relationships between national and local service providers need to be forged to make sure policies relating to budgets, performance management and prioritisation of resources are aligned to the agreed needs of the "place" rather than the individual organisation.
- Work with central government is essential to address key obstacles to change, including reviewing the flexibility of the benefits system to cope with changes in individual circumstances and redesigning national performance targets so that they do not operate as disincentives to integrated working.
- An 'invest to save' approach needs to be established to deliver Total Place. Targeted investment up-front can provide the integrated services that reflect the personal care and attention that individual people require to build their independence.
- The Total Place approach needs to be embedded through Local Strategic Partnerships so that partners can rethink current ways of working and examine existing funding streams to tackle complex local issues. In Bradford we have established a Partnership Transformation Board, reporting directly to our Bradford District Partnership, which will have clear responsibility for delivering transformational improvement in key areas for the place and the citizen, now and into the future.



Central Bedfordshire and Luton

The Central Bedfordshire and Luton Total Place pilot proposes over fifty ways to cut crime and improve the welfare benefits system. Many of these service improvements are available locally, some at little or no additional cost, others will require further investment. Some proposals could be rolled out, or 'mainstreamed', nationally and some will require central government involvement or even legislative change.

We found:

- A small number of individuals cause most crime -25% of local offences are committed by around 250 individuals at a cost of £112m a year. Cutting their reoffending will reduce the huge cost to the community and the criminal justice system of such crimes.
- The key to this is co-ordinated, intensive work with these individuals by local authorities, Job Centre Plus, Department of Work and Pensions, local PCTs, Probation and Prison Service, and the Local Strategic Partnership.
- These should prioritise and fully resource the needs of persistent offenders for housing, social care, learning and skills, drug and alcohol needs, health and mental health
- They should also make the appropriate policy and procedural changes, and include how this is to be done in their strategic planning and resources/staff to contribute directly to persistent offenders
- Commission a feasibility study on the role out of restorative justice this group
- The PCT to commission research to improve understanding of local offender health needs and identify any gaps in service requiring priority development. Our improving access to benefits proposals could remove many of the hurdles that discourage people from coming off benefits and getting into work.

They include:

- A single triage "gateway" for claimants for initial customer assessment to signpost them to appropriate services and co-ordination of support services
- Creating single teams to visit vulnerable people to cut multiple visits by multiple agencies and a single fraud and compliance team
- Electronic customer document and data sharing between council tax benefits offices and JobCentre Plus and co-locating customer contact to community hubs
- A far simpler process for claiming benefits to speed up payments and greatly reduce administration costs, errors and fraud
- Aspiring to establish a single benefit assessment.

Croydon



Croydon chose to concentrate on outcomes for children from conception to seven years old - as well as their families. Evidence points to the critical, lifelong value of children getting the best possible start in life. We found that working closely with families to build on their own resourcefulness and nurture their strengths could lead to significant savings over time. Total Place gave us the opportunity to test new approaches, learn and develop new skills and build new relationships that can be applied across many areas of local delivery.

Our work concluded:

- We need a system that creates solutions, rather than providing services into which people must fit
 - Getting the system design right must involve families themselves
 - We must guard against boundaries and barriers being reinforced by professional standards
 - New or improved skills are required to shift day-to-day collaborative practice on the ground
 - Children and families, and the people they turn to for support, are a significant resource within the system, which we should be using
 - There's a significant gap in prevention and early intervention up to the age of three
 - Our most vulnerable families are often the most isolated
 - We are not sufficiently tenacious or focused enough with those families who are chaotic or not coping
 - We should decommission low efficacy services which build dependency or get in the way of securing families' resilience and capabilities
- The vision we've identified from our Total Place work is one where children and their parents will experience a system from conception onwards which supports and invests in their parenting capabilities, resilience and ability to live independently.

The new world will see a system that demonstrably supports the emergence of solutions for families rather than merely delivering 'services.'

Partners in Croydon are developing nine specific propositions – working closely with parents (mothers and fathers), wider support networks, children, professionals and local communities to design and prototype new models of delivery.

We consider that there are a number of ways in which Whitehall could change its practices positively going forward. These include:

- Whitehall providing a systems-thinking learning network
- An end to silo-based national delivery units with their own specific demands, ringfenced budgets and intensive monitoring processes
- Single budgets and shared accountability
- Brokering a new relationship with core professions
- New thinking on welfare payments.

Our story can be found at <http://www.croydon.gov.uk/democracy/dandepolicies/cypl/totalplace/>



Coventry, Solihull and Warwickshire

The pilot identified that around £6.2 billion a year is spent in Coventry, Solihull and Warwickshire by a range of government departments and local public sector organisations.

We found:

- Total Place has re-evaluated the cost effectiveness of this using a 'counting' process to explore how to establish new indicators of spend and performance and outcome of costs of failure.
- Children's services have the highest priority for improvements across the sub-region. It is a common area of shared interest – and our programme of engagement with the three Children's Trusts will ensure a real collaboration.
- Each pilot was given £250,000 to support their work on Total Place – we have been very keen to ensure that we used the money to connect with front line staff and people who use the services, as we believe that this is a powerful way of creating change.
- Total Place is investigating the possibilities for pursuing an 'invest to save' approach. Spending more money on supporting young children might mean reducing expenditure on more intensive support at school later on. This could make a significant difference.
- It will generate small efficiencies in the short term and larger scale changes and greater efficiencies in the long term

What needs to happen is:

- Commitment to mainstreaming the Total Place approach in our sub-region.
The Total Place Pilot has led to the proposal of a concordat, which will be the positive framework to prototype on children's themes which will then be accelerated into the wider system
- Different workstreams (child health, bullying, those Not in Education, Employment & Training, improvement support and re-design, and delivering lean working through shared services) are at different stages so we don't have specific figures as yet for certain workstreams as we are still working out specifications.

- Understand how these workstreams will operate we will be looking to each area's Children's Trust to steer the direction and oversee progress - learn from the best of what we do across the sub-region and maximise the money we spend on children, young people and their families.
- A key role has been played by the three lead council chief executives and work with the three directors of children's services on a new sub-regional children's added value vision and strategy is currently being developed. We will extend the representation.
- Create a shared academy that can pool common core training resources, develop programmes of innovation, service redesign and leadership.

Ongoing development of our Observatory and Academy

- We plan to work with existing cost reduction programmes and building links with these (e.g. West Midlands Strategic Health Authority)
- Continue to work with trade unions as the size and shape of a new workforce emerges
- The objectives of Every Child Matters are embedded in Total Place – it is vital to reduce the gap on inequality of outcomes between the most and least disadvantaged families.
- Have the flexibility to redesign and devolve, improve information sharing and IT, end ring-fencing of school budgets, use European funding for targeted individuals, purchase individual packages for learning for those disengaged with learning, as well as incorporating a common curriculum and integrated education for community children's workers and bringing together the Civil Service Fast-Track Programme.

Dorset, Poole and Bournemouth



Dorset – including the boroughs of Bournemouth and Poole – chose to lead a Total Place pilot focusing on how to deliver better services for older people at less cost. The final report confirmed there is real scope for more effective collaboration between public organisations, putting more resources into preventative and support services, and so cutting back on the need for more expensive care when people need emergency help.

We found:

- There is substantial evidence that a significant number of older people who are admitted to hospital in an un-planned way are “avoidably admitted”. Similarly it is estimated that many older people who receive the most intensive social care services e.g. Care Home placements, could be better supported in their own homes, at less cost. Further work needs to be undertaken to determine the full potential impact of this approach. The financial gains through changes to social care services will though always be small in comparison with those to be made in relation to transformations in health services”. If this is too wordy then I am happy for you to edit as necessary as I am not going to be available for the remainder of today.
- Local councils, the NHS and other agencies can help to reduce this dependency through more investment in community services and preventative work. This can be achieved through greater integration of health and social care services, plus initiatives like the Partnership for Older People Project (POPP).
- A wide range of public services, as well as the voluntary sector, also have a key role to play in helping to develop effective neighbourhood support networks. Potentially, GPs could be at the heart of this approach.

However, there are a number of challenges to be faced in implementing this approach, including:

- Leadership and political challenges across organisational boundaries
- Cultural and organisational change
- The need for new forms of governance and financial management which transcend current boundaries and can oversee a process which is likely to involve expenditure by one organisation being necessary to secure savings by another
- Government initiatives and requirements, including the constraints of the current GP contracts
- Capacity issues, both in relation to individual organisations and the partnership and governance structures that will be necessary to make the approach work.

In summary, the work carried out to date suggests that the approach being proposed would secure improved outcomes for older people at less cost. But further work and financial analysis is required to develop and test the proposition before any definitive conclusions can be reached.



Durham

In Durham the focus of our work has been on housing in relation to regeneration because we see a high quality, improved housing offer as fundamental to our ambition to regenerate parts of the county. We have developed proposals for a new collaborative way of working with developers and housing providers and six business cases to address specific areas and issues.

Many of the proposals are specifically aimed at improving services and quality of life for local residents concerning energy efficiency, home adaptations, access to employment and training, rationalising social housing provision and tackling poor quality private rented homes. We also intend, via a project management approach, to develop an exemplar Local Development Framework document.

In addition, the plan is to set up a new partnership for housing-led regeneration with the aim of a collective approach to accessing funding streams in the public and private sectors and coordinating the investment across the county.

We found:

- Overall level of investment down by £128m to £595m
- 41% fall in private developer investment
- Level of private investment by private homeowners reduced by £40m (17%)
- 19 funding sources locally for housing investment into County Durham
- Over 100 spending programmes in relation to housing and regeneration delivering in localities funded by government – about half of which have delivered spend in Durham in 2008/09
- 48,000 social rented properties in County Durham managed and/or owned by 32 different landlords
- Overriding need to harness the private pound
- Local and Central Government in partnership: Simplified Investment and Funding 'Total Capital' An enabling planning framework
- Central Government: To address gaps in the current system of home adaptations
A less complex energy efficiency process
Link benefit payments to home conditions/standards
- Improving process and systems:
Local control and influence
Place based focus
Streamline funding
Simplify performance and monitoring frameworks

Benefits and efficiencies - Indicative Savings

- £18 – 30million potential indicative savings identified in Durham
- Up to £475 million nationally in relation to energy efficiency

What needs to happen is:

- Local action:
A new partnership for housing-led regeneration
Rationalising across Social Housing Providers
Improve access to local employment and training
- Improving Quality of life:
Consultation
Listening better
Involving earlier
Customer perspective vital
Total Place perspective vital
Information access and sharing

Kent



Total Place is a continuation of the modernising and transformation that has been taking place within Kent over the last ten years. The golden thread through all three themes chosen by Kent is one of fundamentally improving the customer experience and personalisation of public services whilst maximising the opportunity that 21st century technology brings, thereby reducing both transactional and infrastructure costs.

We found:

- Our Total Place approach has provided increased momentum through much closer partnership working, with the imperative to deliver more (improved public services) for less public cost. It also offers an opportunity for a fundamental positive shift in relationships between local government, other agencies and central government.
 - There is an appetite for change within the public sector in Kent. We need to ensure this remains focused on people and place and not on institutions and vested interests.
- What needs to happen is:**
- There is a recognition that the relationship between central government and local public sector service providers needs to fundamentally change in response to economic circumstances and in order to enable transformations that work locally.
 - Under current organisational and legislative structures our capacity to collate, share and interrogate data and information regarding service provision is seriously constrained. A Total Place approach needs to understand the freedom and flexibilities available now, and enable significant movement towards easing availability and collation of key data sets required to inform change.
 - There is a need for continued effective leadership and behavioural change across the public sector to help move through historical inhibitions which have prevented full engagement with the Total Place concept "in action".
 - If Total Place is to deliver a sustainable legacy it will need to continue to address the fundamental and very difficult issues within the public sector. The full benefits from a Total Place approach can only be realised over the longer term. The ability to manage expectations will be critical to ensure we balance necessary short-term gains with the required long term sustainable transformation.
 - Taking into consideration the current economic situation, the considerable dilemmas facing the public sector and including sustained pressures on the public finances across the UK, our Total Place methodologies will increasingly need to become fundamental to the way we work for the people and places of Kent.



Leicester and Leicestershire

The pilot has been a positive experience and proved that local organisations can take steps to boost services and save money.

In line with our project's themes, it will generate crucial improvements to drug and alcohol treatment and make it easier for residents to find information and access services.

Access to services

We found:

Access to service analysis revealed that while many partners are working together, all agencies recognise there is opportunity for progress and established that:

- Nearly 450 face-to-face service points exist employing 350 fte staff, costing £8million each year
- 65 telephone call/help centres exist employing 300 fte staff, costing £7.1million
- 75 separate websites provide customer services for public organisations
- 29% of telephone survey respondents said contacting public bodies in the area was slow, confusing and could result in multiple calls
- young people lack awareness of services provided
- Many people from 'Hard to reach' communities don't attempt to contact service providers and are frustrated by being 'passed around'

What needs to happen:

Through Total Place, a broad vision was established and several improvements are already being implemented such as:

- Developing a single customer service strategy for the area incorporating customer service standards
- Using a new analysis method to ensure that new models are designed around the needs of the customer
- Reducing call centre duplication
- Boosting online services

Drugs and alcohol

We found:

- Just over £6billion was spent by the area's public organisations in 2007/08
- Alcohol-related hospital ward admissions rose 100% over the past five years in the area
- There are around 4,700 problematic drug users and 35,000 high-risk drinkers in the area

What needs to happen:

Around £90million is spent on drug and alcohol misuse in the city and county each year. Our recommendations would save around £8million over five years and include a range of interventions across the following:

- Joined-up strategic commissioning arrangements
- Prevention
- Reducing availability
- Improving management of the late night economy
- Improving access and capacity for treatment services

Nationally, what needs to happen is:

- Bring about a new, minimum unit price for alcohol
- Persuade supermarkets to abandon loss-leading alcohol offers
- Ban or increase the price of high-strength, low cost alcohol

Lewisham



The pilot has reinforced the need to consider the 'total citizen'. We are developing a whole system approach, focused on the citizen, which will further enable the removal of duplication, waste and associated costs. There are three main routes to help achieve this: smarter strategic coordination, user directed change, and new innovative enterprises.

Our four themes

Offender management

We found:

- The cost of reoffending in Lewisham is £95m. £7.5-10m is spent annually on rehabilitation – yet 73% of offenders leaving prison reoffend within 2 years.
- Duplication across agencies can mean that an offender receives 9 or more assessments after release.
- Post-release support is often uncoordinated. This is especially true in London where many offenders are not released from London prisons.

What needs to happen:

- A Common Assessment Framework (based on a single lead professional model) should be developed, which could lead to savings of 30% (c. £100,000p/a).
- London prisoners should be released from a London prison where possible, and release dates should be systematically communicated to relevant agencies.

Worklessness and unemployment

We found:

- There are over 120 projects, delivered by over 50 agents, funded by more than 15 funding streams.
- 90% of resources are commissioned at national or regional level – limiting local areas' ability to target resources at local need. Four times as much is spent on supporting JSA claimants in Lewisham than those on Incapacity Benefit/ESA, yet total benefits payments are far higher for the latter.

What needs to happen:

- A single employment programme covering all benefits types would better support those furthest from employment. A greater focus on these could achieve savings of £3m p/a.
- Employment funding is pooled to enable sub-regional employment and skills boards and LSPs to more effectively target local need.

Health and social care

We found:

- An integrated joint commissioning model in Lewisham for the £200m pooled Adult Health and Social Care budgets and £40m Children's budgets.
- The Council and PCT have introduced a shared performance management system and the development of a rolling programme of priority needs assessments.

What needs to happen:

- Opportunities for further savings to be explored in back office integration and care pathway redesign.

Assets & Energy

We found:

- The annual running costs of public assets in Lewisham are estimated at between £65-100m. Smarter and more collaborative procurement and asset rationalisation could lead to savings of 10-15% (equivalent to £6.5-15m).

What needs to happen:

- Opportunities for shared contracts for joint investment, facilities management, maintenance and depots to be explored through a Joint Asset Management Board in Lewisham.



Manchester City Region plus Warrington

The Manchester City Region and Warrington project took place under the auspices of the Manchester Statutory City Region and is informed by and informs the work going forward across the region. The Association of Greater Manchester Authorities (AGMA) Wider Leadership Team see Total Place and City Region as one programme of work driving forward Public Sector reform. The Total Place report summarises that there is a compelling case for spending on prevention in Early Years. Public Sector Reform that places the citizen at the centre and focuses on solutions could make a real difference to the 'whole life cost' of support.

We found:

The broad messages coming out of the detailed work of the Manchester City Region and Warrington pilot can be summarised as follows:

- The case for prevention - it's important to continue investing in prevention and through Cost Benefit Analysis we can evidence the savings that will be delivered down the line.
- The citizen at the centre of service design - putting the customer at the heart of service redesign will help lead to solutions as opposed to service delivery.
- Self reliance - Enabling communities to support themselves – reducing the demand on the public sector by finding better ways to help households and communities become more self reliant. Sometimes the best service is no service.
- Pooled budgets - looking at all the money coming into the locality as one pot and focusing on delivering outcomes rather than services.
- Reduce bureaucracy - through a change in the way Whitehall interacts with localities – inspection, ring fencing etc – but also through a change in the way we interact with each other and 'lean' thinking in how we structure ourselves across the region.

Proposals

The key proposals being tested by the seven Early Years pilots are a movement from a health care based system to broader more holistic system delivered in partnership through public sector bodies.

Through Statutory City Region status and to be tested on the Early Years pilots, Manchester has committed to the creation of an evaluation framework – co produced with Treasury – that will provide a model for Cost Benefit Analysis in the Public Sector.

What needs to happen is:

- Local authorities have a major leadership role in working with various partners to deliver significant service improvements which impact upon neighbourhoods and to achieve significant efficiencies;
 - a. Their capacity to discharge these responsibilities is related to increasing their spheres of influence over mainstream funding programmes over non-acute health spending, DWP, education and social care etc - there should be more devolved funding, less ring-fencing and the development of an integrated multi-agency commissioning model.
 - b. Consideration should be given to a proportion of DWP savings being captured by the city region for re-investment to drive economic growth of the area.
- The three major spenders of public sector funding for the region, identified in our high level count: local authorities, health and DWP, work together to produce a series of high level shared outcomes along with a plan for better pooling and more efficient use of resources around those shared outcomes.
- That these three agencies – local authorities, health and DWP - work together to design a common system of engagement with citizens both in the language used and the sharing of information. This recommendation aligns with the statutory city region agreement around data sharing.
- That Whitehall should commit to a joint approach to the cost benefit analysis work to help us better understand where to invest for sustainable solutions going forward. This is in line with the statutory city region agreement point.

Gateshead, South Tyneside and Sunderland



The pilot aimed to explore how three unitary authorities and our partner agencies could create a new long-term partnership to improve social outcomes and make efficiency gains. Whilst the pilot has been an important starting point, for everyone involved, this is a long term commitment which will be aligned to our Local Area Agreements.

Our three local strategic partnerships chose an overall focus of 'safer, stronger and healthier' with our starting point looking at alcohol and drug misuse. This is a significant and complex problem for our three areas. All three localities have over twice the national average rate of hospital admissions for alcohol-related conditions. The estimated total cost of alcohol misuse to the public sector in Gateshead, South Tyneside and Sunderland is £143 million.

We found:

- Putting the customer first and focusing on families
- Focus on prevention
- Being responsive to place - working collaboratively across the 3 areas as well as retaining our focus on neighbourhoods and communities
- Protecting valuable frontline services to our communities - recognising reduced public sector resources in the future years and protecting frontline services through innovation and more effective ways of working
- Delivering through Partnership - deepen relationships and strengthen the partnership between the three local authorities and other partners.
- Release efficiencies of potentially up to £12million – by delivering integrated, targeted services supported by cost effective preventative approaches. This proposition is to be tested further within the pilot studies that are continuing.

What needs to happen is:

We have identified three change proposals for our Local Strategic Partnerships.

- Better collaboration across our 3 CDRPs (Crime and Disorder Reduction Partnerships), starting with Integrated Offender Management across all three localities – pooling resources, information and contracting
- Pilot a multi-disciplinary approach to families most at risk in 'hotspot' neighbourhoods – timely intervention focused around the family
- Aligning and sharing work to change social attitudes and behaviour around alcohol misuse - creating a single, clear social marketing message and removing duplication of effort, working with Balance (the Regional agency raising awareness of the harm caused through alcohol misuse). This will also involve closer engagement with communities in neighbourhoods to help residents change behaviour in relation to alcohol misuse.



Worcestershire

A lazy stereotype portrays Worcestershire as bland comfortable middle England, but this belies the diversity of landscape, economy and experience for its 560,000 citizens. Such diversity amplifies the challenge of “wicked issues” and limited resources and led the Worcestershire Partnership to embrace Total Place as one route to improving the experience and prospects for citizens and strengthen civil society. Worcestershire pursued three themes in detail and integrated these with a fourth critical component – leadership of place. The headline conclusions from these convince us that the committed application of the Total Place approach will transform the quality and efficiency of public services and deliver real social value.

Total Place has taught us a great deal but some of the headlines are noted here.

We found:

Public Estate

- Treat the whole public estate as a common resource with the ambition of a single public estate trust.
- Use property as a trigger to transform services.
- Benefits go beyond capital receipts to significant revenue savings.
- Orientate service delivery locations to the places the public needs it

Services supporting NEETs

- Fragmentation makes the current approach unfit for purpose.
- A unified service focussed on driving individual progression is required.

Neighbourhood Total Place

- Core expenditure and services are un-coordinated and often duplicated.
- Years of “additional” money have not transformed the neighbourhood.
- Greater devolution of budget and services is essential.

Leadership

- Leadership founded on outcomes for place is key.
- Leadership must involve all sectors: public, private, third, faith and right across the whole of civil society
- Genuine mutual understanding, trust and respect is critical.

What needs to happen is:

If these and many of the other outcomes from Total Place are to have any chance of success there are a number of fundamental features required of the way we do business locally and nationally, some of these are quite different from the current paradigm:

Locally

- Public sector joint strategic commissioning.
- Visible collective leadership.
- Total Place culture embedded in all organisations.
- Build capacity in, and devolve to, communities.
- Include the whole of civil society in determining and realising solutions.

Nationally

- Work with localities to build new models of accountability and governance.
- Devolve significantly greater proportion of expenditure for local determination.
- Balance national entitlements and local flexibility through agreement between localities and Whitehall.
- Celebrate locally determined differences rather than condemning post-code lottery.
- Align inspection and indicator regimes to the new reality.
- “Total Whitehall”.



Conclusions from the pilots

Whitehall's report on Total Place - based on an analysis of joint working between 63 local authorities, 34 primary care trusts, 12 fire authorities and 13 police authorities – highlighted the excellent work they are doing.

This group of councils found services are often overly complex and difficult to navigate, while inspection is burdensome and reporting can be inconsistent across organisations. As an illustration, Lewisham council reports against 706 performance indicators. My pilot area of Leicester and Leicestershire also found the same.

The crime and reoffending group worked closely with colleagues in Whitehall on barriers to improving services, and how local areas and government can work better together for customers. This closer working has already produced tangible results, with changes to legislation.

For example, pilots Birmingham, Luton, Central Bedfordshire, Bradford and Lewisham worked together as a theme group on crime and

reoffending. They tracked spending to hunt out duplication and waste, and involved citizens to gain a deeper understanding of what it's like to be on the receiving end of services.

One of their key findings was that we must put customers at the heart of service design. Another was that an integrated approach across organisations can deliver better outcomes. Bradford believes it can reduce reoffending rates for those on short sentences by 10% - saving £4m - by introducing a more holistic care programme and reducing assessments.

We have begun to build on and receive recognition of the excellent, innovative work going on around the country and my message is that places should not be afraid to push the boundaries of what is possible. It is clear that things to change, and it is local places that can lead that change.

In the next section we look at how some of the pilots have been building on the lessons learned

Cllr David Parsons CBE
Chair, Improvement
Board LGA, Leader,
Leicestershire CC



Bradford

The total commitment and total collaboration of local partners, with the active involvement of service users, means that Bradford's Total Place pilot is making rapid progress.

Bradford's Total Place theme is 'gateway to integrated services', supporting people back into independence. We are looking at how we deliver support to young people leaving care, offenders leaving prison and older people with mental health needs leaving general hospital.

At the centre of all these Total Place strands is the individual citizen and service user. Transformational public services are about supporting and enabling people to make transformational change in their own lives. Ultimately, service performance outcomes can only ever be measured in individual units, by improvement in the life chances and quality of life for local people.

The multi agency project groups across all three strands, or sub themes, of the pilot are agreeing priority areas for action to significantly improve outcomes for individuals and identifying barriers to delivering person-centred, integrated services.

Common issues and challenges are emerging. Service users generally experience poor outcomes, nationally and locally. They are often lost or overwhelmed in the state system because of the complexity of their individual needs and the silo delivery of support from multiple agencies.

Meeting basic needs at the point when service users from all three groups are leaving an 'institutionalised' or formal setting is a priority for achieving longer term positive outcomes and independence. Public, voluntary and private sector providers should be delivering integrated services to ensure the basic practical needs of people are met.

The impact of not meeting these needs triggers a domino effect. The lack of suitable accommodation for young people leaving care and offenders leaving prison will frequently exacerbate other problems. Not having an address often means no access to a GP/mental health services and undermines attempts to engage them in education, employment and/or training initiatives. For older people, having a mental health illness can impact significantly on their ability to recover from an acute physical condition. A lack of co-ordinated health and social care / support services for older people with complex multiple needs, often means that they experience longer stays in hospital and have a greater likelihood of admission into long term care.

Multi-disciplinary approaches to support

pathways for individual service users are frequently inadequate and confusing. Assessments of service users often focus on what agencies or institutions can provide, not what an individual needs and processes are commonly duplicated across agencies, with limited sharing of information and learning.

The Total Place strand groups have all identified that a single point of access or single assessment process for service users, where they can have both their practical and psychological support needs met and identified quickly in one place, is essential. Also that there is a need to prioritise spend for the benefit of 'place' and service user, rather than the individual organisation. There is an urgent challenge here, to establish a collaborative working relationship between central and local government departments at the point of service delivery. Also to create a public sector culture that is service user centric, outcome focused and provides visible value for money.

The national barriers that exist in moving towards seamless services, focused on individuals, are significant but not insurmountable. National targets and individual organisational performance regimes should be changed so that they do not operate as disincentives to integrated working. The current benefits framework, which is both fragmented and confusing, should be redesigned so it is seamless and straightforward.

Systems that cross regional and area boundaries should be rationalised and some national legislation challenged. For example, national legislation states that the local authority area the young person leaving care is originally from maintains responsibility for them, even if they are living outside of the locality. Also, the custody license process works to the detriment of effective resettlement of offenders. A more efficient and cost effective way of providing a consistent level of appropriate support nationally and across authority boundaries has to be established.

The pilot has identified that around £4.4 billion a year is spent in Bradford by a range of government departments and local public sector organisations.

Total Place is enabling us to re-evaluate the cost effectiveness of this significant resource, both for service users and taxpayers.

Central Bedfordshire and Luton

The Central Bedfordshire and Luton pilot found inefficiency and duplication across its two study areas of offender management and access to benefits

The theme for Central Bedfordshire and Luton is 'From dependence to self-reliance'. Its two sub-themes – integrated offender management and access to benefits – both reflect major concerns for local residents and are issues where Total Place partners felt that a real, positive impact could be made.

A feature of the Central Bedfordshire and Luton pilot has been the use of powerful Customer Insight social marketing research to ensure a sharp focus on the perceptions and needs of the offenders themselves. One offender spoke of being released from prison late on Friday afternoon, after most support services had closed for the weekend, with no accommodation, very little cash and the prospect of having to wait over a month to get his benefit entitlements.

Within days, he said, re-offending was a financial imperative. Meanwhile, the welfare benefits system does little or nothing to encourage self-reliance. The complexities, fragmentation and duplication of the various processes – plus the inherent delays, the 85p benefit reduction for every £1 earned over the basic needs allowance and the high marginal rates of taxation – actively discourage many people from coming off benefit and returning to work.

There are 51 different welfare benefits in England and Wales but no single, official picture to show the public how they inter-relate. Claimants are confused – local citizens advice bureaux estimate that nearly a third of their advisers' time is spent signposting benefit entitlements and helping people complete the forms – and many miss out altogether.

But the Total Place team are confident that a high number of service improvements are available now: some at little or no additional cost, others requiring further investment. Overall, the team identified over 50 service improvements and new ways of working, 15 of which could be delivered locally in the short-term and 21 in the medium term. Nine key proposals, involving pooling of resources, could require structural change and 12 would require change at central government

or legislative level. However, with strategic commitment and operational support, the Total Place team feel strongly that dramatic and cost effective results could be achieved.

Total Place partners for the Central Bedfordshire area include: Bedfordshire police, Luton and Bedfordshire Fire and Rescue Service, NHS Luton and NHS Bedfordshire, the Chamber, HMCS, DWP, JobCentre Plus, HM Revenue and Customs, Ministry of Justice, CPS, Probation Service, together with a wide range of local third sector agencies and organisations. Central Bedfordshire Council and Luton BC are the joint leads.

The high level count for the area has identified £3.434bn of government spend locally, equating to £6,853 per head of population, or £16,778 per household.

The biggest spending organizations (by revenue) in the area are:

1. **Department of Work and Pensions**
£746.331m (24.37%)
2. **Central Bedfordshire Council**
£459.837m (15%);
3. **Luton Borough Council**
£421.597m (13.77%);
4. **NHS Bedfordshire**
£326m (10.64%);
5. **NHS Luton**
£296m (9.66%); and
6. **HMRC (tax credits/child benefit)**
£245.88m (8%).

Current estimates indicate that over £146.8m a year is spent on dealing with crime and administering the criminal justice system in this area, equating to 4% of the total spend. On benefits, over £987.7m is spent per year, equating to 28.75% of the total public sector spend. A detailed count for each of the pilot sub-themes is underway.

More details can be found at www.localleadership.gov.uk/totalplace/pilot/luton-and-central-bedfordshire



Leicester and Leicestershire

Drugs and alcohol misuse is a growing national and local problem and was chosen as a focus for the Total Place pilot in Leicester and Leicestershire. Statistics show that alcohol-related hospital ward admissions have increased nationally by 69% over the past five years and that liver disease is predicted to climb to the third highest cause of death. Each year, 17 million work days are lost because of alcohol misuse.

Locally, there are around 4,700 problematic drug users and 35,000 high-risk drinkers. Total Place highlighted that around £90million is spent on dealing with the consequences of drug and alcohol misuse in the city and county each year.

Key contributors to the growing problem of alcohol misuse include:

- The 67% fall in the cost of a unit of alcohol between 1980 and 2007
- Rise in the strength of drinks and those targeted at young people
- Loss-leading alcohol offers in supermarkets
- The rise in alcohol marketing campaigns targeting young people
- Misusers being handled in multiple ways by different services
- Limited prevention resources
- Limited treatment resources, particularly at early stages

To reduce the demand on stretched, limited and expensive services, we need to transform our approach. Recommendations for change are aimed at halting the year on year increase in associated costs from drug and alcohol misuse and include:

- More support and treatment services in place to provide help at earlier stages
- Specialist alcohol nurses working in hospitals with high risk patients
- Re-designing the existing drug treatment system to better meet the needs of service users at a lower cost
- Developing local marketing campaigns to reduce drinking to safe levels, specifically targeting young people and adults in further education as well as other identified 'at risk' groups

- Dealing with the negative consequences of alcohol misuse in the night-time economy more robustly
- Ensuring licensing laws are fully utilised to support a safe and responsible night time economy
- Piloting an alternative service in the Accident & Emergency department of our local hospital for treating intoxicated patients with minor injuries
- Incorporating training on substance misuse into every front-line professional's training
- Treatment for offenders who commit crimes as a result of drug or alcohol misuse

National changes are needed to reduce misuse and augment the local interventions. Our Total Place pilot has requested the following national support:

- Introduction of a national minimum price per unit of alcohol
 - Ensure supermarkets abandon loss-leading alcohol deals
 - Ban or increase the price of high-strength, low-cost alcohol
 - Introduce a single, joined-up government approach to drug and alcohol misuse
- The problems created by drug and alcohol misuse are complex and have a significant impact and cost to our community. However, through a shared approach working closely with organisations across our place, and supported by national change, Total Place offers the potential for significant improvements.

Dorset, Bournemouth & Poole - older people's services



Dorset – including the boroughs of Bournemouth and Poole – chose to lead a Total Place pilot focussing on how to deliver better services for older people at less cost.

An important starting point for our work has been extensive evidence nationally and locally that older people want to live independent lives for as long as possible, and to receive care and support in their homes or close to them.

Dorset County Council and NHS Dorset are working to provide this support through initiatives such as reablement. We aim to reduce the need for long-term care by helping individuals build skills and confidence. Initial findings from a pilot site in Ferndown showed it was possible to reduce the weekly amount of care in nearly 75 of 100 cases.

The development of telecare provision – monitoring technology which gives people more security and support at home – is also crucial. In Dorset, a pilot project began in October 2006 has delivered quantifiable savings for the county council and NHS Dorset of around £155,000, through delaying or preventing the need for care home admissions, or enabling early hospital discharges. In the first 12 months, 250 service users were assessed and by projection there may have been net savings in the region of £847,000.

The work of POPP – jointly funded by Dorset CC and NHS Dorset – is playing a key role in developing neighbourhood support networks and preventative services. Since April 2008, 58,748 people have benefited from POPP services, activities or information, and 433 new volunteers have been engaged in delivering POPP-funded projects.

As well as giving older people a better quality of life, early indications showed POPP has helped save more than £1 million through a reduced need for care home placements and home care packages.

One case study clearly highlights the benefits of this approach. Betty lives alone in a rural part of Dorset and regularly rang the ambulance service, to the cost of £19,000. Betty had a health condition, but made the calls mainly because she felt increasingly lonely and isolated. Betty's GP put her in touch with a community befriending scheme, which cost £2,000 to set up, and she now receives regular calls and visits. Betty has not contacted the ambulance service since.

The next section looks at the 'parallel places', those areas which were not pilots but which were still experimenting with Total Place



The contribution of 'parallel places'

Rob Whiteman
Managing Director,
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Improvement and
Development

Much of the attention and coverage given to Total Place has focused on the official 13 pilots chosen to lead on the project, which is understandable.

But the pilots did not represent by any means the only places where councils were working in partnership with local partner agencies to drive efficiencies and improve services.

A fundamental part of Total Place was both the recognition and encouragement of this sort of work elsewhere.

It was work done in Suffolk, Norfolk and Cumbria respectively – the 'pre-pilots' – that preceded the Total Place project, and work continues in all three areas.

Although Total Place ostensibly ran until the last Budget, the fundamental changes in service redesign that it is trying to bring about were very much for the long-term.

A number of these areas – now known as 'parallel places' – continue to rise, as more and more local authorities plan to do more around the Total Place agenda.

To name but a few examples: 'Making Cambridgeshire Count' initiative designed to transform partnership working and public services; council and NHS partnership work in Herefordshire; Tower Hamlets piloting strategic commissioning; and there are many more.

The Regional Improvement and Efficiency Partnerships (RIEPs) have given strong backing to the parallel places, helping to link them with pilots in their area, and some have provided funding to undertake similar work. Both the South West RIEP and Improvement East have funded almost all of their councils to do so.

Local authorities have been building effective

partnership working for some time as a response to the economic downturn and other pressures they face, and have grabbed this agenda with both hands.

Parallel places have had the arguable advantage of not having to report back to Whitehall with findings from their work, as the pilots had to do within quite a tight timescale – although evidence from parallel places was used alongside that of the pilots for the submission to Whitehall to inform the last pre-Budget report.

It was also up to the parallel places to decide on the scale of the work going on, the themes they wanted to look at in more depth, and the way they went about it.

In Suffolk for example, work began by concentrating on building trust between the leaders of local agencies, rather than with the counting of local public spend as in the pilots.

The result is that an increasingly rich and varied tapestry of work is developing and the IDEa, alongside the rest of the LGA Group, is working hard to try to link up the diverse work going on all over the country.

Local authorities did not have to 'apply' to become parallel places – if they were doing this sort of work, they already came under that definition.

People are welcome to join the conversation around the work at the dedicated Total Place Community of Practice, which provides a private forum for people to learn and share information.

To join the CoP, and for further information and case studies, visit www.localleadership.gov.uk/totalplace and www.idea.gov.uk.

Suffolk



The Family Networks Project is a new multi-agency collaborative approach which aims, through intensive support, to enable Suffolk families with complex needs to improve their lives. Rather than a plethora of agencies dealing with a range of problems associated with a single family, a small Family Networks Team (FNT) will work directly with the family. At present the FNT consists of two social workers, two family support workers and a police constable.

This Team will look at what is at the heart of a family's problems and how the family can effect real change themselves. The FNT is supported by a High Demand Panel which includes representatives from a range of agencies that are likely to have existing interactions with the families including: Police, local authorities and health. The work with families started in January 2010 with two families in Ipswich.

Suffolk Research

We have looked at the experiences of some families who have particularly high demands on Suffolk's public services. This has highlighted:

- a lack of communication and information between agencies;
- the most troubled families typically experience significant contact with public bodies and agencies;
- agencies interact with the same family for seemingly unrelated issues;
- over 18 months estimated costs could be a minimum of £160k, possibly as high as £800k.

Family Networks Project Objectives:

- To improve outcomes for families
- To reduce the demand on all services of high demand families
- To divert existing resources so that they are utilised to greater effect
- To reduce the cost of providing services to high demand families
- To stop the cycle of high demand from generation to generation
- To reduce anti-social behaviour, crime, homelessness, missing persons, sexual exploitation, child protection plans and demands on health services
- To reduce the impact of high demand families on communities.

How will the Team work with families?

A group of 5 workers from the FNT will engage with each family and provide 24 hour, seven days a week support for a period of at least 24 weeks. The intensity of contact and input will be reviewed and at least one worker will continue to work with the family for as long as is needed.

The team will build good relationships and trust with the family in order to help them effect change.

In the next section we look at the work of partners.



Health

We chose children's services as our Total Place theme in Coventry Solihull and Warwickshire because we wanted to work with one whole system and then apply the lessons more widely as we continue our journey. The NHS faces a 15% reduction in budget by 2013/14 and many organisations have already experienced doing single organisation financial turnaround and damaging services between 2005 and 2007.

There is increasing emotional and intellectual understanding that value for money and improved quality and experience of services have to be considered in the same breath, not separately in the old "boom and bust" cycle - and that systems, not individual organisations hold the key.

We are using more systematic ways of hearing users' stories and reconnecting with front line staff within our programme of redesign of the Child Health Programme and children's centres. Bringing these stories right into the heart of the commissioning cycle is being supported by our participation in the Design Council's Public Service by Design programme.

As staff and parents' stories of multiple

assessments and disconnected buildings hit home, we are finding new energy to tackle our unproductive estate and rethink how we can co-produce a simpler Common Assessment Framework with parents and staff - precisely because we know that it will give staff tools they own and more professional time to give families joined up support - while helping us reduce agency and locum staff budgets.

Our programme with young people not in training education or employment (NEETS) is beginning to encourage the NHS to invest in earlier emotional wellbeing because the police are likely to be willing to risk share the investment if it can impact downstream and keep young people out of the criminal justice system. Our plans for a public sector learning academy are a good first example of strengthening common development infrastructure at less cost.

The culture of Total Place is being driven through a series of public sector summits and the NHS is making new connections between local people's desire for a more joined up service and the savings that public sector-wide joint ventures can bring.

Police



The Total Place initiative is as relevant to the policing world as it is the rest of the public sector. Seven out of the thirteen Total Place pilots focused on crime and safety issues, with several looking at ways of reducing reoffending rates and tackling the impact of drugs and alcohol misuse.

So what are the emerging findings and potential implications for the way the police work with local partners to tackle crime and anti-social behaviour?

Firstly, by mapping the totality of local public spend going into tackling specific problems the pilots reveal some startling evidence. For instance, they highlight the hugely disproportionate costs arising from the crime and anti-social behaviour of small numbers of people. In their final report Luton and Central Bedfordshire state 'our top 250 persistent offenders could be costing the taxpayer as much as £112 million a year'. Similarly, Birmingham states, 'each of its '6,400 crack addicts averages £833k of social costs in their lifetime, while most crimes (56%) are drug related.'

Support for such offenders is often administered through a myriad of agencies which, as the report from Luton and Bedfordshire concludes 'in many cases, completely fails to break the offending/reoffending cycle and some cases, may actually contribute to it.'

A clear and consistent message is that there is a need for a much more integrated approach across local agencies if we are to make inroads into turning around those who are heavily entrenched in repeat offending behaviour. Often they will have complex and interconnected problems across a number of areas, drug abuse, homelessness, unemployment, mental health issues etc that can all contribute to repeat offending. Solutions rest in redesigning and realigning services and interventions around the holistic needs of individuals and their problems.

Total place according to Detective Chief Inspector Greg Horsford has been 'a major catalyst for change in Bedfordshire. It has brought together 27 different agencies for the first time, resulting in significant improvements to offender management services. It has helped us to identify areas where agencies were duplicating work and processes – leading to inefficiencies, but also got us to think about how we can deliver better and more integrated services.'

He thinks there is a need to better align performance regimes and targets for different agencies which often fail to knit together to support

a common purpose. Equally, more needs to be done to share resources, skills and expertise across agencies. Some progress has been made, for instance, Bedfordshire police force share offices with other key agencies and a number of officers are seconded into the offender management unit. Overall, DCI Horsford believes that Total Place has 'helped the service to move beyond targeting offences to better targeting the cycle and underlying causes of offending.'

Total Place dictates much smarter cross agency analysis and targeting of resources to where they will have the maximum impact. For example, the pilots point to the lack of rehabilitative interventions for those offenders on sub-12 month sentences as being a major barrier to preventing recidivism; the Bradford pilot identified having a single point of access to services for offenders leaving institutions as key to prevention of further offending behaviour.

The conclusions also point to a much stronger focus on early intervention and prevention- based on moving resources upstream to tackle problems before they become critical thereby reducing demand for acute and last resort services. For instance evidence shows that each £1 spent on drug treatment yields £9.50 savings in costs to the criminal justice system and wider public sector.

In order for this to be truly effective, there needs to be the ability to create a horizontal shifting of resources between agencies to ensure the most effective solutions are properly funded and prioritised. However, this requires not only utmost faith in the quality of evaluation to identify said solutions, but also the liberation of funding and resources from one agency to another in order to have a greater impact.

This is the crux of Total Place – do agencies have the trust in each other to truly share resources across organisational boundaries?

Ultimately, Total Place needs to decide what it is truly trying to achieve – service redesign by increments to create leaner, more efficient working practices; or a truly problem-oriented solution, putting faith in evidence and allocating resources across agencies accordingly.



Gateway Kent

Gateway in Kent has transformed access to public and voluntary services in the county. Its approach shares the heartbeat of Total Place, strong partnerships that put the needs of residents at the centre, regardless of who provides them.

Since starting five years ago, Gateway has brought together county and district councils along with central government, fire, police, NHS and the voluntary sector. It treats public services as a single entity and residents as individuals also while saving money, understanding that the public sector cannot take a one size fits all approach and expect to provide quality customer service.

Gateway began as a face-to-face offer in high street or town centre locations, removing the stigma of reaching sometimes sensitive services by creating a retail brand. You can now walk in to a Gateway to use free internet, access housing benefits, get recycling information or ask questions about care at home – all under one roof. Importantly, it does not simply put services in the same place, but works by tying those services together, making it possible for them to refer to each other in a single customer visit.

The vision is clear: providing easy access and using the Gateway principles to develop more coherent telephone and web access to public services.

There are now seven town centre and two

mobile Gateways open (offering services to more hard-to-reach urban and rural communities).

Feedback from customers has been overwhelmingly positive, with independent satisfaction rates of 97% and 99% in April 2009 and the principles are being transferred to telephone and web.

In 2009, contact centres from Kent County Council, all 12 district and borough councils, fire and Police were connected and will soon be joined by the NHS and Medway Council, making it possible to transfer calls between agencies at no extra cost. So if a customer contacts the wrong organisation, they can be transferred to the right one, rather than ask them to call another number.

By having a single point of contact, either in person or by phone, it is possible to reduce duplication, saving time, money and hassle.

It has taken a leap of faith by politicians and strong leadership on their part but the benefits are really starting to show. The Audit Commission awarded Gateway a green flag in the 2009 Corporate Area Assessment, which is a true testament to the commitment and dedication of all the partners involved. The biggest reward is being in a Gateway and seeing what it is achieving – a positive impact on Kent residents.

Regional Improvement and Efficiency Partnerships



Joyce Redfearn CBE
Chair of the Chief Executives' Task Group and Chief Executive of Wigan MBC

As a member of the Total Place senior officials group and Chair of the Chief Executives' Task Group which oversees the Regional Improvement and Efficiency Partnerships (RIEPs), I have had the privilege of seeing how the principles behind Total Place are being widely adopted in a range of local government led activity across the country, often championed by the RIEP.

For instance, Improvement East invests significantly in cultural development between partners and has made funding for support on 'leadership of place' available to all its top tier areas. In Suffolk, 22 public, private and voluntary sector leaders joined forces to engage directly with citizens and map £4.8 billion public expenditure as well as identifying barriers in dealing with vulnerable families and supporting access to employment which could be removed through increased trust and more integrated working. Together with a similar initiative in Norfolk, the 'Lives we lead' programme has identified £4.5 million savings annually from increased collaboration.

The South West is also supporting their national pilot and investing £1.75 million to roll out its own

Total Place initiative on a sub-regional basis across the remaining 32 authorities in the region with projects focusing on families in crisis, economic inclusion and neighbourhood management, where a 'whole area' approach will generate efficiencies and transform local public services.

In the North West, we are of course familiar with the groundbreaking work undertaken in Cumbria. The North West Improvement and Efficiency Partnership plays a pivotal role in sharing the learning from a variety of approaches in the region, including Cumbria, Blackburn and Darwen and the Manchester City and Warrington Total Place pilot.

In local government, we have been familiar for some time with the need to develop a holistic, customer focussed services through partnership. In some ways, Total Place is not new, but the renewed momentum behind the breadth of our focus on transforming services for residents and codesigning with Whitehall certainly gives me cause for optimism.



Community and Voluntary Sector

Neil Cleveley
 Director of Policy and
 Communications
 NAVCA

The community and voluntary sector has long been a key player on the local stage. Its strengths are crucial to the success of Total Place: engaging users in service design; developing local solutions for local circumstances; a user perspective on the complexity of commissioning. Local government will need these insights as Total Place rolls out.

But what does it mean in practice?

In Leeds, Foundation Housing provides employment and training in partnership with others. Its cross-agency, needs-led and individualised Supporting People services helped 59% of service users gain independence in 2006/07 – rising to 86% by 2008/09.

As part of Operation WAYS (We Asked You Said), Gateshead Community Network has been contracted to undertake a long term community consultation for Northumbria Police, using their position as a trusted organisation to provide information to help target policing around local needs. Just one result of Operation Ways is that neighbourhoods have seen anti-social behaviour levels reduced by 49%.

So has Total Place drawn from the well?

To be sure, the pace of implementation impeded third sector involvement in pilots; lasting change takes time. Indeed, citizen centred service transformation will require more radical devolution, founded upon strong third sector and community engagement.

How can local government get full value from the third sector?

Involve it in policy development and service design from day one. Utilise its grassroots experience and expertise. Access its reach into marginalised communities. Invest in all aspects of third sector activity, particularly its capacity to engage. Open improvement architecture up to third sector partners.

The third sector is multifaceted: user voice, innovator, catalyst for change. Motivated to improve people's lives, it prevents costly acute interventions. Historically at the forefront of policy and practice in social care, worklessness and children's services, its ambit must be widened and its preventative, more personalised approach become the cornerstone of Total Place.

Quite simply, this is too good an opportunity to miss.

The next steps



Rob Whiteman
Managing Director,
Local Government
Improvement and
Development

Local government is ready to work with the new coalition government to reduce spending and reform the state. Councils are ready to strike a deal with central government which will see local government take full responsibility for delivering more with less.

1. Specific measures to make efficiency savings and cut waste quickly

- We have identified £4.5bn of savings that can be made quickly by cutting central bureaucracy and quangos alongside unnecessary inspection and regulation.
- We offer to work with the Government to help secure these savings, but also to use local government expertise to identify further savings that could accrue throughout the public sector from greater devolution. A comprehensive central/local agreement could set out how these savings can be delivered.
- Alongside this we offer to lead a national productivity programme to assist local government in finding greater efficiencies, such as through workforce modernisation.

2. Radical decentralisation for a more effective and affordable state

- The state urgently needs to be reshaped so more can be delivered with less. The Total Place pilots have shown that much waste and unnecessary bureaucracy comes from multiple public bodies trying to achieve the same goal, leading to inefficiency and duplication without improving the lives of local people.
- To put this right we need to take strong action now. The Government's commitment to a review of local government finance is a positive step and we commit to work constructively with this. However, our proposals go further and offer a fully-realised means for more fundamental change.
- We propose a radical reshaping of the state

through place based area budgets.

These will allow Parliament to decide how national tax revenue is spent, while ensuring that local and accountable decisions on what public services are commissioned locally, and from where, can be made. Councils will then report directly to Parliament on spending.

- We believe this reshaped state can be fully implemented over the coming Parliament and offer to work with Government to make the necessary changes, starting swiftly in the places that are most ready.

3. Comprehensive support to councils to ensure success

- We understand that the promise of a reshaped local state needs to be backed up by a pledge that councils will deliver. The LGA Group will make that pledge and commit to working with councils to this end.
- We propose a new improvement framework with streamlined departmental and inspection structures alongside stringent local self-regulation. This would include peer reviews at least every three years.
- We commit to undertaking self-regulation in the event that a council fails to perform. We accept that in some cases there may be a need for powers to be withdrawn in areas that fail to improve efficiency.

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