Overview & Scrutiny

Governance and Resources Scrutiny Commission

All Members of the Governance & Resources Scrutiny Commission are requested to attend the meeting of the Commission to be held as follows:

Monday, 8th September, 2014

7.00 pm

Room 103, Hackney Town Hall, Mare Street, London E8 1EA

Gifty Edila
Corporate Director of Legal, Human Resources and Regulatory Services

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Members: **Cllr Rick Muir (Chair), Cllr Deniz Oguzkanli, Cllr Will Brett, Cllr Laura Bunt, Cllr Rebecca Rennison and Cllr Nick Sharman**

Agenda

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Hackney

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Further Information about the Commission

If you would like any more information about the Scrutiny Commission, including the membership details, meeting dates and previous reviews, please visit the website or use this QR Code (accessible via phone or tablet 'app') http://www.hackney.gov.uk/individual-scrutiny-commissions-governance-and-resources.htm

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Governance and Resources Scrutiny Commission	Item No
8th September 2014 **Minutes and Matters Arising**	**4**

Outline

Attached are the draft minutes from the meeting on 14th July 2014.

Matters Arising

Action at 8.3

ACTION:	Chair to draft a 'recommendations' section to be circulated to members for comment before a final version of this letter is sent to Cabinet.

The Chair to update.

Action at 10.7

ACTION:	O&S Officer and the Chair to draft a scoping document for the 'Hackney Public Spend' review and share this round Members' for comment in time for the September meeting.

In attendance at the meeting (under item 5) will be a presentation from Experts involved in Total Place pilots and information on methodology used to map total public spend.

Action at 10.7 (c)

ACTION:	A written update in response to the recommendation from the 'Council Governance' review on the proposal for a "Full Council work programme planning meeting" be requested from the Chief Executives office.

This update will be provided in October 2014.

Action at10.7 (e)

ACTION:	Cllr Taylor be invited to a Cabinet Member Question Time at the 8 December 2014 meeting.

Cllr Taylor has confirmed attendance at G&R in December 2014.

Action

The Commission is asked to agree the minutes and note the matters arising.

Hackney

London Borough of Hackney **Governance and Resources Scrutiny Commission** **Municipal Year 2014/15** **Date of Meeting: Monday, 14th July, 2014**	Minutes of the proceedings of the Governance & Resources Scrutiny Commission held at Hackney Town Hall, Mare Street, London E8 1EA

Chair	**Councillor Rick MuirCllr Rick Muir**
Councillors in Attendance	**Cllr Deniz Oguzkanli, Cllr Will Brett, Cllr Laura Bunt and Cllr Nick Sharman**
Apologies:	**Cllr Rebecca Rennison**
Officers In Attendance	**Michael Honeysett (Assistant Director Financial Management), Christine Peacock (Assistant Director ICT) and Ian Williams (Corporate Director of Finance and Resources)**
Other People in Attendance	**Cllr Geoff Taylor (Cabinet Member for Finance)Councillor Geoff Taylor (Cabinet Member for Finance)**
Members of the Public	0
Officer Contact:	**Jarlath O'Connell** ☎ 020 8356 3309 ✉ jarlath.oconnell@hackney.gov.uk

Councillor Rick Muir in the Chair

1 Election of Chair and Vice Chair

1.1 The Overview and Scrutiny Officer opened the meeting and invited nominations for Chair. Cllr Sharman proposed Cllr Muir and Cllr Brett seconded. Cllr Muir was elected as Chair.

1.2 Cllr Muir took the Chair. He stated that the Commission would not be electing a Vice Chair at this meeting as the item had been postponed until the opposition groups took up the invitation to appoint members to committees. He stated that he hoped they would do as at Full Council on 23 July.

RESOLVED:	**That Cllr Muir be elected Chair.**

2 Apologies for Absence

2.1 An apology for absence was received from Cllr Rennison.

3   Urgent Items / Order of Business

3.1   There were no urgent items and the order of business was as on the agenda.

4   Declarations of Interest

4.1   There were none.

5   Minutes of the Previous Meeting

5.1   The minutes of the meeting held on 9 April 2014 were agreed as a correct record and the matters arising were noted.

RESOLVED:	**That the minutes of the meeting held on 9 April 2014 be agreed as a correct record and that the matters arising be noted.**

6   Introduction to Governance and Resources Scrutiny Commission

6.1   Members noted the briefing 'Introduction to Governance and Resources Scrutiny Commission'. The O&S officer stated this was particularly aimed at new members and should be read in conjunction with the *O&S End of Term Report 2010-2014* and the *O&S Members' Induction* booklet.

RESOLVED:	**That the report be noted.**

7   ICT Review: Report

7.1   Members gave consideration to the draft report of the Commission's own review on 'ICT'. The Chair stated that this was a handover from the previous Commission and that at the April meeting some amendments had been requested before it could be agreed. These had now been made by the outgoing Head of O&S.

7.2   The Chair welcomed the AD ICT to the meeting who commented that she was pleased with the final outcome of this review.

7.3   The Chair stated that he was particularly supportive of the establishment of the Digital Advisory Board as outlined in Recommendation 2.

7.4   The O&S Officer noted that the report would now be sent to Cabinet for an Executive Response.

RESOLVED:	**That the report be agreed.**

8   London Living Wage: Findings

8.1   The Commission gave consideration to the note "London Living Wage – findings from the short inquiry". The Chair also welcomed Cllr Taylor (Cabinet Member for Finance) for this item.

8.2   The Chair stated that this was another handover from the previous Commission and Members were being asked to agree this wording which would be sent as a letter to Cllr Taylor for a formal response. The Chair stated that in his view the note contained all the key points but it needed to have some requests for action or recommendations added even though this had not been a full review. He suggested that it should state that this was not just an internal issue and that the Council had a wider ambition to raise levels of pay in the borough. Members agreed and stated that the Council must recognise its role in taking this forward. It was also suggested that the letter should request specific detail from Cabinet on how this might happen and how public and private sectors could be encouraged to work together here. Members also asked whether the response might also look at employment practice more generally and the zero hours issue in particular. It was also suggested whether it might be possible to look at whether some part of the Pension Fund could be invested locally.

8.3   The Chair undertook to draft a final 'recommendations' section and circulate it round Members for agreement before sending the letter to Cllr Taylor.

RESOLVED:	**Chair to draft a 'recommendations' section to be circulated to members for comment before a final version of this letter is sent to Cabinet.**

9   Finance Update

9.1   The Chair welcomed Cllr Geoff Taylor (Cabinet Member for Finance), Ian Williams (Corporate Director of Finance & Resources) and Michael Honeysett (AD Financial Management) for this item.

9.2   Members gave consideration to presentation by the Corporate Director on the financial challenge and the budget update. Members also noted a report 'General Fund Savings 2011/12-2013/14' which had previously come to the Commission on 12 November 2013 but which outlined the major savings plans over three years and was being presented for further background information for the new Members.

9.3   In introducing his presentation the Corporate Director stated that his aim was to broaden out the focus wider than the financial aspects for the Council and address the impact of the changes in the global economy as well as the infrastructure and housing challenges. As part of this shared services had been, for example, seen by some as a panacea but this needed to be examined.

9.4   It was suggested that with the NHS funding ring-fenced there was in effect a hole emerging in that ring fence now with the integration of health and social care which would go some way to help local government. The Corporate Director responded that they were taking a very cautious approach to the Better Care Fund, which represented just £3.8bn nationally. The problem with it he added was that the existing organisational boundaries remained in place and this limited the potential for progress.

9.5   In response to question about the process for the sale of assets the Corporate Director pointed out that the Council generally did not dispose of land as it generated much income. In relation to the educational estate there was a need to invest in schools infrastructure post BSF. It was also not possible to dispose of educational land as the Secretary of State would more than likely take it for a Free School so investment here allowed the Council to retain control of its asset base.

9.6   In response to a concern that high asset values were leading to the creation of "two boroughs" as per Islington, the Corporate Director replied that part of the Council's response here was to use its commercial power to acquire assets in Shoreditch to help stem this. This allowed the Council to protect workspace areas. They were trying to acquire assets where appropriate e.g. in the fashion hub at Hackney Central. There was a need however to rethink how residents will wish to use services in the future. The country was only half way through the government's austerity plans and low interest rates for a number of years had meant, for example, that the Council could make no income on its deposits as it would have done pre 2008.

9.7   He also added that since 2010 local government spend had been falling while central government spend continued to rise. He also reminded Members that for London Boroughs the Revenue Support Grant was expected to fall by 61% between now and 2017/18.

9.8   There was a discussion on the success of the Pension Fund of late. It was noted that it had grown each year since 2009 and had won the Pension Fund of the Year award this year. Its success was down to careful choices about where to invest. It was noted that there was no locally held element in the investment portfolio but work was on ongoing on developing a Collective Investment Vehicle which could pool investments and might allow for some local investment.

9.9   There was a discussion on some of the specific areas where savings had been made including at 33% increase in online transactions last year and savings in children's social care.

9.10   The Chair stated that in the period 2015/16 to 2017/18 the Council is required to find £80m in savings. The presentation stated that £42m still had to be found implying that £38m for 2015/16 had already been achieved and he asked how this had been done. The Corporate Director replied that this was through a combination of a number of very different measures including an increase in the Council Tax yield, a better than expected turnout in the expected loss from the New Homes Bonus, a less than expected contribution to the Pension Fund etc.

9.11   In response to a question about how the job efficiencies had been found the Corporate Director explained that this had been a process of job reductions going back to 2010. The number of Directorates had been reduced and they had looked at spans of control and planned management de-layering accordingly. The challenge was that the Council operates a very diverse business. In Revenues and Benefits for example there are big teams engaged in more uniform activity but this is not the case in other services, therefore ensuring that reductions do not damage service delivery is complex when there are different scenarios in each service area. They had looked at how the total pay bill was distributed across the grades.

9.12   In response to a question about the impact of management de-layering on the ability to make decisions, the Corporate Director replied that this had been looked at closely and in some instances this was obviously slower but also now people were operating at a different level. The Cabinet Member added that every organisation expands in good times and some of that is useful and some is not. The trick is to know when you're approaching the point when cost savings become dis-efficiencies. The wrong way to approach this was to wait until some major mistake is made before you realise you have removed too many middle managers from the organisation. It was commented by Members that you can have both too many and too few staff at the same time and that massive changes need to be made but it wasn't clear if these changes had been properly defined as yet. The Corporate Director added that his aim had been to get certainty on the 2015/16 budget position as early as possible so the organisation would have time to tease out these staffing challenges properly.

9.13   The Corporate Director was asked to clarify what 'internal borrowing' consisted of and he explained that it was using the organisations own money in the bank first and he explained broadly how the capital investment programme operated.

9.14   The Corporate Director stated that demand management in social services would be a big challenge and for example that there would be a need to 'manage the front door' in children's social care more robustly in future, an issue facing all local authorities.

9.15   Members stated that the 3 year *Medium Term Planning Forecast July 2014* which was just about to go to Cabinet presented some huge challenges and some concern was expressed as to whether the Council was grappling with the essential challenge here and how we use the public sector funding in a local context to improve outcomes for residents.

9.16   Clllr Taylor replied that there was a need to take a long view. The Council had spent 5 years getting out of the financial mess it had gotten into at the turn of the century. Local government broadly was under attack and at the same time the world was changing rapidly and expectations of residents were changing. He suggested that we can't be seen to be defending the status quo. We need to defend not the employees and the politicians but the residents and if this requires innovative approaches then these need to be explored he added. We would shortly reach the point where we wouldn't be able to keep cutting and his hope was that the Commission would be able to help Cabinet to think through innovative ways of doing things. The Reclaiming Social Work programme had been a great success and had produced both savings and better outcomes. Some ideas might need a hard sell as they will be innovative and everything

needed to be on the table e.g. refuse collections once a fortnight etc. Front line services hadn't been changed much but innovation would certainly be needed.

9.17   Members stated that attitudes to austerity would be difficult to manage as the country was only half way through with it and there was a need to think of innovative approaches now and we need to start implementing them now so would be able to cope with the financial challenges coming down the line.

9.18   A Member suggested that the Council needed to look at new ways to generate income. The Council had within its staff many professional services and it could offer these to the private sector e.g. pest control, garden services and the services of a finance team and the Council could probably offer better value for money on these. The Corporate Director replied that the Hackney Learning Trust model was operating in a quasi market as schools were buying services from them such as payroll. The Council also used to sell commercial waste services. For this to work he advised you need to have surplus capacity to sell and you need to be able to sell it at a rate high enough to generate a profit. He described how for example with fees for Planning and Licensing there were nationally imposed caps so theses services were never able to recover their costs.

9.19   It was also suggested that there was a need to continue the Council's broader political stance against the government led austerity programme and its detrimental impact on our residents.

9.20   A Member asked about what work was being done on assessing the total cost of interventions for example for a person with complex needs. The Corporate Director replied there had but the challenge here was that you needed to have willing partners locally and the other partners need to be on the same page in terms of the savings you might be trying to achieve. He stated that in January he had attended a leadership day with his equivalents from the local NHS on the issues of health and social care integration. He stated that he had some concerns as to how this initiative might deliver real savings in the long term. Currently hospitals for example are financed on the basis of throughput and it was really difficult for the CCG to try and force change on this. GPs operate as private business and therefore can't really act altruistically he added.

9.21   Cllr Taylor commented on the integration of health and social care savings that the savings won't come quickly and in this sphere you don't really know where the savings will come from because this is about savings you will achieve in the future. The predicament for a budget holder is to decide whether they alter their plans to make economies when the savings will come not for them but somewhere else in the system in the future and so they are of no immediate help to them in achieving their own savings targets.

9.22   Members suggested that in this new financial climate there has to be an attempt to forge a new vision for local government and how all local public services can co-operate better.

9.23   The Chair thanked Cllr Taylor and the officers for their presentation.

RESOLVED:	That the presentation and discussion be noted.

10   Governance and Resources Scrutiny Commission - 2014/15 Work Programme

10.1   The Chair stated that the Commission would now have to agree on its work programme for the year. It was noted that Members already had had a number of discussions on shaping the programme.

10.2   Members gave consideration to the draft work programme as well as a document tabled by the Chair '*Suggested themes for our work programme 2014/15*'. This listed proposed review topics which would be covered over the coming 4 years of the Council term as well as one-off items.

10.3   Members agreed to proceed first with a review on '*Hackney Pound – what public money is spent in Hackney to achieve what outcomes*'. The aim would be to look at the total volume of spend from all the public sector organisations in the borough as in the 'Total Place' approach. The review would attempt to analyse what might be done differently to save the overall public sector bill and what budgets could be brought together. Members suggested that the focus here be kept wide and to address the larger framework of public sector spend. It was suggested that the review would require a careful and fresh approach to methodology. The Corporate Director stated that he could assist in suggesting contacts to be approached for this review from his equivalents in the other main public sector organisations locally.

10.4   Members agreed that generally the work programme needed to focus on areas where it can add value and this should be prioritised over more routine oversight of budget proposals as had happened in the past. They questioned the value of receiving formal budget papers late in the day before they are just agreed at Cabinet. Leading on from the discussion of the great Medium Term financial challenges Members agreed that the focus of the Commission's work should not be looking back but on looking forward and providing helpful input to Cabinet.

10.5   A Member suggested that the work programme should involve working with citizens to look at investment options and at whether there was sufficient capacity in the Council to effect the change which is needed. More joined up commissioning would be the key. This also touched on issues of democratic engagement as change has to involve residents from the outset.

10.6   The Chair stated that the Deputy Mayor has asked Scrutiny Chairs to give consideration a 'Fairness Commission' and Members discussed how this element could be mainstreamed into reviews. It was suggested that a more specific piece of work on this should however be led by Community Safety and Social Inclusion Scrutiny Commission.

10.7   Members agreed the following changes to the work programme:

(a) That the first review would be 'Hackney Pound'.

(b) That another briefing on the 'Impact of the welfare reforms on local residents' be requested from Finance & Resources for the September meeting (these are regular ongoing updates shared between G&R and CSSI Commissions).

(c) That a written update in response to the recommendation from the 'Council Governance' review on the proposal for a "Full Council work programme planning meeting" be requested from the Chief Executives office for the September meeting.

(d) That the issue of 'Review of processes for providing ward based information to ward members' be removed from the work programme and be dealt with outside of the Commission.

(e) That Cllr Taylor be invited to a Cabinet Member Question Time at the 8 December 2014 meeting. Responsibility for CQT had now passed to individual Commissions.

RESOLVED:	That the draft of the work programme be agreed.

ACTION:	O&S Officer and the Chair to draft a scoping document for the 'Hackney Pound' review and share this round Members' for comment in time for the September meeting.

11   Any Other Business

11.1   There was none.

Duration of the meeting: 7.00 - 9.30 pm

⊖ Hackney

Governance & Resources Scrutiny Commission	Item No
8th September 2014	
Methods of Approach to Mapping Total Public Spend	**5**

OUTLINE

Attached is a briefing note on the methods of approach undertaken by public spend and services redesign programmes that have conducted a mapping exercise of the money flow in their area.

ACTION

The Commission is requested to note the briefing.

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Governance and Resources Scrutiny Commission
Method of Approach to Mapping Total Public Spend

Introduction
Local authorities and their partners are planning and providing services in a challenging financial climate. Public services will have to achieve better outcomes with fewer resources. This is not a matter of choice but the inevitable conclusion to be drawn from the state of the public finances and the rising expectations.

Local authorities and other local public bodies will have to manage demand, cuts in their budgets, while providing statutory and other services at the same time as reducing their costs. They recognise that to achieve this desired outcome with fewer resources, they will have to consider longer-term and more fundamental reforms, to providing public services alongside continuing to find further short-term efficiency measures.

Satisfaction with the Council has risen to 74% (an increase from 23% in 2001) and in February 2013 IPSOS Mori found that 89% of Hackney residents were satisfied with the area. To date efficiency savings have not impacted on front line services provided or commissioned by the Council. Instead savings have been achieved through a combination of initiatives including management de-layering, back office savings, rationalising the corporate estate, re-engineering services (to drive out inefficiencies) and renegotiating contracts.

Programmes Introduced To Reduce Public Spend
There have been various programmes to create innovative solutions to reduce public sector costs: Total Place, Community Budgets and Neighbourhood Community Budget (now called Our Place). A key task within all these programmes was to identify total public spend by mapping the money flow for their area.

Total Place had 13 pilot areas:
- Birmingham
- Bradford
- Coventry, Hull and Warwickshire
- Croydon
- Poole, Dorest and Bournemouth
- Durham
- Kent
- Leicester and Leicestershire
- Lewisham
- Luton and Central Bedfordshire
- Manchester City Region including Warrington
- South Tyneside, Gateshead and Sunderland
- Worchestershire

[Community budget pilots]() has 4 pilot areas:
- Greater Manchester
- West Cheshire
- Essex
- West London Tri-Borough –City of Westminster, Hammersmith and Fulham and Royal Borough of Kensington and Chelsea

Neighbourhood Community Budgets had 13 pilots:
- White City (Hammersmith & Fulham)
- Poplar (Tower Hamlets)
- Little Horton (Bradford)
- Sherwood (Tunbridge Wells)
- Norbiton (Kingston)
- Haverhill (Suffolk)
- Balsall Heath
- Shard End & Castle Vale (Birmingham)
- Queens Park (Westminster
- Ilfracombe (Devon)
- Cowgate,
- Kenton Bar
- Montagu (Newcastle).

The Commission wanted to consider if the pilots in these programmes had identified a particular type of total spend mapping that should be conducted for the exercise to be successful.

Methodology for Mapping Public Spend
No single methodology was considered to be the right one; it came down to applying an approach that worked well for that particular area. Generally the view was conducting a bottom up process - talking to local organisations - worked well (helped to inform the various organisations about the work they were doing) and was quicker in obtaining the local spend data.

For Total Place the counting process was conducted at a high level, mapping the money flowing through the area from central and local bodies. Each pilot was given a spreadsheet to populate and advised to use United Nations Classifications of Functions of Government (COFOG) - this provided a high level approach that could be applied across the public sector at local, regional and national level. Some areas decided to use the Chartered Institute of Public Finance and Accountancy (CIPFA) or Local Area Agreement (LAA) themes. Difficulties with identifying spend, were encountered for organisations that delivered services across boarders at a local level and an example of this would be Courts and Prison. In cases like this central government helped to provide the spend data.

<u>Comments noted in relation to mapping total public spend were:</u>

- The Tri-Borough mapped the council's own budgeted service spending to Wards (illustrated by Westminster's '<u>Mapping the Money</u>') and the Council spend was illustrated by service portfolio.

  <u>Please note:</u>
  All service income (including grants, fees and charges) was excluded and the focus was on the planned total cost of service provision. Income from fees and charges merited separate consideration under its own category/theme. The key focus in review would have an emphasis on outcomes rather than structures or budgets taking a mature approach to managing change and cost reduction.

- For <u>Neighbourhood Community Budgets</u> (Our Place) it was found the spend mapping was challenging and there was no clear agreement reached as to the extent to which it was achievable. There was considerable diversity in the approaches taken to spend mapping. Some areas gained the participation of local partners and managed to find a pragmatic way of developing plausible estimates for key areas of spend.

  A particular challenge for this level of spend mapping was finding accurate and up to date data at the appropriate level, as it was not always easy to access, obtain and analyse. Some areas struggled and were less successful. All areas agreed that mapping spend was more difficult than it should be and the fact that spend data was not routinely disaggregated to neighbourhood level made it a resource intensive activity.

- The amount of spend-mapping done was dependant on the extent to which an area had already defined their focus.

- In depth service reviews that followed focused on areas where the cost of service was high.

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Total Place Local Spend Mapping Template

Total Place is made up of two complimentary strands at the local level:

- a "counting" process (mapping money flowing through the place from central and local bodies) and make links between services to identify where public money can be spent more effectively

- a "culture" process that looks at "the way we do things round here" and how that helps or hinders what is trying to be achieved

The "counting" element will be undertaken in two stages:

- an initial "high-level" counting of total public sector spending in each pilot place, to be conducted locally in the first phase of the project to provoke and stimulate challenge local partners about how public money comes together

- a "deep dive" look in more detail at the public spending specific to the theme that each pilot chooses to focus on and linking directly with work on service transformation

This template relates to the high-level counting part of Total Place and is intended to be a tool to assist this work at the local level. It has been developed in consultation with experts and practitioners who have conducted similar work in the past, as well as colleagues from some of the pilot areas that have started this work. The following principles have guided the development of the template:

- The primary aim is for this to be a tool for local pilots to help develop an initial impression of the broad volumes of total public spending locally to help start the Total Place conversation locally
- The initial high-level counting will need to be done quickly, ideally to feed in to the local "culture" discussion at an early stage. The Total Place national project plan sets the expectation that it will be complete by end July 2009
- Pilots may choose to begin the deep-dive work at the same time as or during the high-level spend mapping if this fits with the pilot's preferred approach
- The template is intended to help local partners scope the work to be done for the high-level spend mapping and to capture the range of the public sector organisations that spend money at the local level
- It will be helpful to have a degree of consistency in the pilots' approaches to the high level mapping, and it is expected that the total spending analysis will be shared with the national project team
- We recommend that pilots use the United Nations Classifications of Functions of Government (COFOG) methodology as this offers a consistent high-level approach that applies across the public sector at the local, regional and national levels. A workbook of all COFOG definitions is attached.
- When asked, pilots showed approximately equal support for using CIPFA classifications as they fit most readily with local authority accounts,

although it is not clear how easily they can be applied to all parts of the public sector. Pilots that have a strong preference for using the CIPFA classifications are free to do so. The attached table shows how the CIPFA classification map against the COFOG.

- Double counting should be avoided. Consideration of the original source of spending will help to identify this, for example where a regional body gives a grant to a local body

- Pilots are encouraged to conduct this work from a bottom-up approach and should draw on spending information available at the local level. The template includes guidance on how to obtain spending data from different national, regional and local organisations.

- Where data is not readily available at the spatial level of the pilot, or where boundaries of organisations are not coterminous, the organisations concerned should be asked to make an approximate estimate of spending in the pilot area boundary. As a last resort a population based proxy can be applied to disaggregate spending to the local level.

- If local partners experience difficulty in obtaining data or estimates from local, regional or national partners in the time available, the first point of contact should be the Government Office Network Locality Managers. HM Treasury will provide support in working with national agencies to identify estimates of local spending as necessary.

Places, people and politics:

Learning to do things differently

Contents

Foreword

In Total Place we set out to see if we could fundamentally change the way that we do things. We wanted to find out how we could address some of the more challenging problems society faces at a time when pressure on our public finances is severe. We believed that to do this required us to move away from what has become a customary 'programme management' form of government and evolve a different form that radically altered the way we work for the better. It was therefore critical that we learned together as we went along.

I am really grateful to the Leadership Centre for the way in which we have done this. They have recorded countless interviews with a wide range of those who have done the work and assembled their thoughts and observations in this insightful document. As such it tells the story of what it is like to try to work in a new and evolving fashion. It captures the collective experience of where this work has taken us and points us clearly at the challenges ahead for a new government.

In particular, a new government moving towards greater local accountability, will need to address how to rapidly engage large numbers of places and people in designing more effective public services around their customers; how to ensure that the perverse incentives that discourage investment in early interventions (because the benefits are reaped elsewhere) are overcome; how a better relationship between Whitehall and localities is embodied in local governance and how leaders, political and organisational get beyond silo-ed self-interest and into the sort of collaboration that we have shown leads to radically better outcomes for the public.

The story of our learning is a valuable start point for all those joining with this work. It is also a challenge to us all, politicians and officers, central or local, to build on the enormous achievement of the past year and help create a 'Public Service' fit for the new financial environment and the demands of the 21st Century.

Lord Bichard

Introduction

"As the old practice of community story telling, people re-experience an event together and learn its meaning collectively."

Art Kleiner and George Roth 'How to Make Experience Your Company's Best Teacher' Harvard Business Review September-October 1997

As the public sector enters a new era, the ability to develop a collective understanding and learn quickly so that we can act effectively with wisdom is critical. At the Leadership Centre for Local Government, we believe that the process of review is important to learning, especially when working in difficult times and towards new challenges. We commissioned this learning history to give those people who participated in Total Place the space to consciously reflect on their experiences. We hope this resulting learning history gives them, and others embarking on whole area working, the opportunity to consider the experiences of others. The inductive research method, with the deliberate use of an open research question, enables the history to be free of specific hypotheses and allows us all to explore more fully the learning from this work.

What is a learning history?[1]

- The learning history approach captures stories that people tell about a change endeavour and reflects them back to the participants to help them learn

- Presents the experience and understanding of participants in a way that generalises the learning and helps people to move forward effectively

- Includes reports of actions and results, descriptions of learning methods and techniques and underlying assumptions and reasoning

- Includes perspectives of a variety of people including those who did not support the work

- Tells the story in the participants' own words

How was this learning history developed?

During March 2010 we interviewed over 100 people from different parts of the system who have been involved in Total Place in local areas, national government departments and national support bodies. Interviewees self-selected, so they represent a group who have views on Total Place which they are keen to share. Most are very positive, some are more sceptical or even negative about the experience of Total Place. This is an important element of the Learning History approach.

The interviews focused on a core question: **"Given that the Total Place approach is in its early stages, what experiences over the past 6-9 months have made you think that Total Place shows promise as a way of creating greater public value. And what experiences have made you less hopeful?**

The research gathered and sorted through hours of taped interviews, then distilled these into recurring themes coming through the accounts of their personal experience. The interviews were designed to encourage people to talk about their concrete experiences rather than their theoretical perspectives and conclusions. They were invited and encouraged to describe the highs and lows of their time spent in Total Place work.

[1] For more information go to **www.harthill.co.uk** or contact Jane Allen on +44 1594 530 223.

How is the learning history presented?

The learning history is presented as a series of sections which follow the chronology of the Total Place approach:

Section 0
Arguments for a new approach to public sector working in Places

"There's 15/20 places they have to go to sort out benefits and this is young people without any parents, people in care. It's an absolute mess…"

Section 1
The origins of Total Place

"Actually it isn't our money, it's their money."

Section 2
Project inception to the Pre-Budget Report (PBR)

"I think dancing down the corridor was how he felt in that we couldn't believe that we'd been selected to be a Total Place theme."

Section 3
From the PBR to the final reports

"We were getting massive investment in time and resources from a lot of agencies that we previously hadn't worked with before."

Section 4
Was it worth it? Yes, it was

"There are some iconic stories that people tell about very senior people going and sitting on the floor eating pie with deprived families and just listening to their stories".

Each section includes:

- An introductory paragraph giving a brief picture of what was happening in the programme during that phase and drawing attention to the issues that the section will highlight

- The main section has a narrative commentary on the left hand side of the page and quotes of the interviewees on the right. The commentary (left) is the story of what is happening and has been drawn out of the data the interviews produced. The quotes (right) are to support and bring alive the experience in the voices of those involved and ground the story in real practice

- A final paragraph suggests some questions that the learning history team feel the section may provoke. This is designed to assist readers to digest the story and to prompt their own reflections

The quotations include many acronyms and a few individuals' names so we have included a glossary and people page at the back for reference.

The Learning History deliberately does not offer conclusions or prescriptions for the future. It is a history not a blueprint. The power of the Learning History lies in the opportunity for reflection about the experiences of the participants, which in turn are intended to stimulate the reader's own experiences of the Total Place way of working in public services.

To further stimulate reflections and discussions, we have included an Afterword which picks up some of the key challenges tackled in Total Place pilots – challenges which seem to reflect the reality of politics and public service in the wake of the May 2010 General Election.

How to use the learning history

This document describes the learning and reflections of the people who were interviewed and you can use it very practically to reflect on your own experience.

The history provides a platform for the learning of you and others in the system in the way that it challenges or affirms assumptions.

It is usual for a learning history of this kind to be used in meetings and workshops to support the changes you wish to make. It can be used to both consider if you could have behaved differently and, going forward, what changes, however small, could be made with people who receive services or partners with whom you deliver services to create those services differently and more effectively.

You may have plans for going forward and this narrative can help to think through some of the dilemmas or blocks you may face in making things work the way you intend. It adds texture and a reality base of the twists and turns you may face.
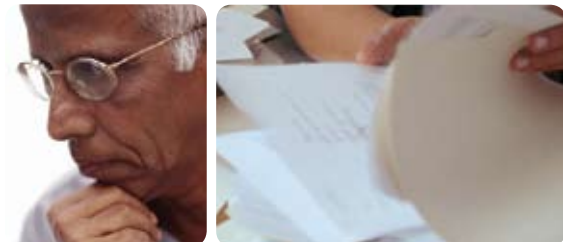
Section 0

Arguments for a new approach to public sector working in places

"There's never any such thing as a user pathway from a user perspective, the pathway is always something the provider invents. What the user experiences is bombardment on the one hand or bemusement when you fail to get through to anybody on the other hand, but it doesn't ever feel like a pathway."

"I think that they see that as each organisation struggles year after year to cut off more of its fingers and toes and then its arms and its legs as it salami slices to meet efficiency targets, eventually you're down to the bleeding stumps and it's very hard to go further. I think that they can see through the power of the collaboration we achieved in Total Place, that the future is all about how we can get the big savings out on cross cuts, across organisations, it can only be through collaboration and sharing locally, regionally and indeed nationally, that the big savings for the public sector can come"

In this section, we have pulled out some of the main themes that came out when interviewees were considering why Total Place was important to them in the first place.

As you will see from the rest of this document, our interviewees represented a wide range of views and opinions about Total Place, how it worked, the effects it had and what they learned during the process. However, one theme came through loud and clear in the vast majority of the interviews. Prior to getting involved in Total Place, almost all the interviewees had lost faith in existing attempts to change public service in this country and were looking for a new way of doing things. Total Place seemed (and for most still seems) to offer a completely new way of working collaboratively to make our systems better.

The process showed that the sheer energy that Places and Whitehall colleagues put into the Total Place exercise is testament to a confluence of three factors. Those who are 'converts' to the approach would probably argue that:

- The incremental changes to the way we deliver public services in the UK have gradually built a 'system' which, in some areas, has become byzantine and unwieldy and which creates unintentional absurdities for citizens and workers

- The cost of managing this overly complex system with its myriad agencies, pathways and sub-systems far outweighs the actual felt benefit to the tax payer

- Continued efforts to improve the system from within the paradigm that created it, may actually be making things more complicated and costly as we try to do the opposite!

It's all so absurd...

There are many different perspectives in this report but everyone agrees on one thing – the way we deliver public services at the moment can be unintentionally absurd and even seemingly cruel at times.

Total Place has sparked a frank review of current processes...

"Total Place has given a place with customer journeys to draw it to the attention of people in authority to say 'look, what you're doing is absurd, and I'm quite right in telling you that it's absurd' because this is the customer journey and you need to do something different about it, you've got to challenge that department that you've got downstairs that's got 300 different heads of different bits and pieces. You're wasting money and it isn't doing very well for your community you're trying to help."

Local Place, Manager

including the degrading lifestyle the welfare system can create.

"The Leadership Group spent a day out in the six areas of highest need in mixed groups so for example the Chief Constable went off with Housing Association Chief Executive and had a look at one of our towns. They came back appalled about the way in which the state welfare system was supporting what they saw - a degrading lifestyle for the people who lived there. So that prompted a big debate around how we shift from benefits for nothing to benefit for something but to do that in a way that supports people to get into the system and get on rather than using a big stick to beat them with."

Local Place, Senior Officer

Some people are faced with a maze...

"There's 15/20 places they have to go to sort out benefits and this is young people without any parents, people in care. It's an absolute mess, offices in hundreds of different places and it's taken me ages to understand what the benefits are. It could be made a lot simpler."

Programme Lead

"There's never any such thing as a user pathway from a user perspective, the pathway is always something the provider invents. What the user experiences is bombardment on the one hand or bemusement when you fail to get through to anybody on the other hand, but it doesn't ever feel like a pathway."

Programme Lead

"A mum didn't turn up for parents' evening so she didn't care about her children. The fact that she had to do so many other things for the other children wasn't seen by the school. She would have loved nothing better than to come to a parents' evening or a school concert, but there were so many other demands on her from other agencies, do this, do that. Health service; you've got one clinic there, one clinic there, and one clinic there and your child of that age has got to go here and your child of that age go there ... we just make things a mess and then we expect people to deal with it. The more problems you've got the harder we make it for you to get help."

Local Place, Manager

others just go around in circles –

"People are sent on a treatment programme, eight weeks, ten weeks, whatever, which detoxes them. But because nothing happens either side of that, when they come out of the treatment programme, they just go straight back into the situation that they were in, in the first place, that led to the alcohol or drug misuse, into the home that's abusive or homelessness or whatever it is. There's no connectivity between this programme for which there's resource and anything to look at housing problems, or look at family problems or look at cause, so there's nothing that holds people clean. We discovered from talking to the professionals about this case, that somebody would go through one of these treatment programmes up to eight times, over and over but there was never anything to break them out of it."

Programme Lead

"At every point, the agencies that we spend an enormous amount of money on, failed just when they were needed, the benefits were closed, he couldn't get into the benefits system for three weeks. The probation service was unaware that he was coming out of the prison system, because it was a relatively short prison sentence, he wasn't passed onto probation. He walked out the door, he was arrested the following Sunday and was back in prison."

Politician

often comically!

"I'll never forget is the 53 year old career criminal who'd been on the Positive Thinking course four times during his career - he was quite entrepreneurial and didn't need positive thinking at all really!"

Local Place, Senior Officer

We unintentionally trap people in the benefit system...

"[Total Place] made me realise how the benefits system gets in the way of lots of things, the employer there said, 'I've got opportunities, I've got some part time jobs that you could have ... or temporary jobs'. The young people say, 'we can't take them because we can't stop our benefit claim', and it just made you realise how ridiculous it is, that you can't test out somebody's ability to work or try that job if you're hooked into a benefits system that's so inflexible. This lad was saying, 'I want to work but I can't afford to be off ... make a mistake or have a temporary job and then try and start my claim again'."

Local Place, Manager

and yet many of them fall through the gaps.

"Families pinging in and out of services… a child who is two and somebody realising that there are some issues with the child but by the time they've got the referral in the service the child is three and a half. Gaps which maybe don't sound so big when they're written down on paper but when you see them in the lifetime of the child you suddenly think gosh. And obvious early warning signs not being responded to. So a very, very young mum with a child who has got significant behavioural problems you'd have thought would be ringing somebody's alarms bells - this might be a family needing more support, going unnoticed. There might be all sorts of people who are aware of a family but nobody actually taking control and generating a holistic, timely response. I've personally found those stories very moving and if ever there was a reason to need to change the system it's when you see the stories like that."

Programme Lead

Of course, you'd never design an absurd system.

"What you're doing at a local level is trying to get around deficiencies in the system. At the moment you've got a very fragmented public sector, you've got lots of different organisations at different tiers; national, regional, local , all with difference funding models and performance management regimes. At a local level you're trying to pool budgets and join fragmented central and regional government initiatives together. The problem is not so much lack of joining up at a local level but the fact the whole system needs to be joined together in the first place, the government need to do something at a national level. A lot of partnership working involves papering over the cracks and its all sub optimal."

Local Place, Manager

"I've been quite astounded by some of the things that the pilots are saying, in their interim reports when they first came up with some of the figures like 47 funding streams in Durham for housing and 9000 pages of manual from DWP on benefits, 50 odd benefits in one place. You can't believe that this is how it is now because if you'd started from the beginning, you'd never design it like that would you?"

National Body

It's ended up this way because we just keep adding new bits on...

"All of those hundreds of reports, from Maria Colwell and Jasmine Beckford, right down to Baby P and the kid in Birmingham. So what do we do every time that happens? We create long and complex procedures, such that each professional has to go through n. more steps and do y. more things, when they're already pressured. We do that because we think that if we keep writing in you must share this, you must fill in that form, you must tell somebody that, you must record this, that somehow it will help."

Senior Civil Servant

when what we really need to do is concentrate on professional relationships rather than complex processes.

"The only thing that helps, is people having the kinds of relationships that allow them to make the phone calls that say, 'do you know Kid X? We had a referral about him a few weeks ago. You know what? I'm still a bit worried. What do you think? I've got all these notes and stuff, but they don't actually tell me anything, and the mum's not letting me into see him. Do you think we should take the police round and go and have a look, or do you think we've just got a slightly paranoid mum here?'"

Senior Civil Servant

"The biggest thing I heard is we have all these opportunities in the public sector to pick up signals of people going into problems and dealing with them a lot earlier. One of the very simple basic ones is that if you have a family that paid their council tax on time for years, and then suddenly go into arrears, that's a huge signal there's a problem. We do nothing. We just send them bills, and we send them a demand and then we send them legal letters. Yet we're creating a problem for ourselves, because we're trying to send the bailiffs in, and then we'll have them coming to our housing benefit office and we'll have to try and support them."

Local Place, Manager

Make no mistake, the status quo is costing us a fortune

It would be easy to argue that Total Place is only about better services for people. However, what most of our participants also pointed out is that the 'clunky' way we do things also generates huge costs of transaction – costs that are of no benefit to the public.

There's a human cost but there's also a financial cost

"This human is struggling with this problem and we the public services are designing it in a way that's just failing to support them effectively and wasting tons of money in the process."

Local Place, Senior Officer

"Basically what we're saying is over the last 40 years, the cost of gang related violence for criminal justice costs, for 10 families, is about £187m. So that causes us to pause and draw breath...everybody that heard that information drew breath thinking "I can't believe it's cost this much and how have we got to that point?""

Local Place, Manager

and it's not our money, it's the taxpayers.

"Every penny, every cup of coffee, new line in the car park, is paid for out of taxpayers' money, there is no other. It's not public money, its taxpayers' money. It's your money."

Politician

"Actually it isn't our money it's their money!"

Local Place, Senior Officer

The current approach is running out of steam

Why not just fix it? Many of the people who got involved in Total Place have been trying to 'fix' their bit of the system for a while but they have noticed that many of their changes make little difference to outcomes.

We've been trying to change the system in a 'managerial' way for a while.

"There has been a loss of confidence in the proponents of New Public Management type public sector reform."
Senior Civil Servant

"We now acknowledge that there is a sense of public policy failure here. And by getting to that shared understanding … it's not an easy thing to do in any partnership territory because there is every reason why people go, it's not my fault."
Programme Lead

"Sometimes targets are good because it focuses the mind... It's a bit like people escaping from prison, actually you think it's secure but people will find a way out, and with targets people will work out how to achieve them but actually not give the outcome that was intended. So if you look at the five GCSEs, everybody's started doing BTECs, yeah, which is great the kids felt good, but actually they only included the English and Maths. It all starts off again until we get our heads round how to beat the system or give you what you want to measure."
Local Place, Manager

But we've discovered that doesn't really work…

and we need a new way of thinking.

"New Labour swallowed its own rhetoric, I think it came to believe it could halve child poverty, it could abolish this, and it could do that for teenage pregnancy. When it found that it couldn't that the statistics remained obstinate and were only moving forward slowly, that really shocked some people. People started to look for new solutions."
Senior Civil Servant

"When we first started thinking about Total Place, we wanted to try and describe how public services have got so complicated because as one of pilots put it, nobody designed it to look like this."
Civil Servant

Time for a more systemic approach?

The advocates of Total Place, would say that the approach has differed from the usual Governmental/Public Agency approach because it took a systemic view from the start. So, whatever comes of 'Total Place' as a brand or an idea, this is the first chance people have had to really pursue, 'systems thinking' as an idea.

Total Place has emphasised the possibilities of 'systems thinking' for the public good…

"We were thinking for the first time about a system and conceiving of it as an interdependent set of relationships ……. but a lot of it was about animating a system to get it to work for the young public sector innovators of the world and teacher equivalents at the bottom."
Senior Civil Servant

"I don't think until very recently any of us had been thinking about system redesign. We were thinking how can we do more traditional interventions and one of the things that Total Place has enabled us to do is to think a bit outside the box and just think about things in a different way."
Local Place, Senior Officer

and there's value in doing this together rather than organisation by organisation.

"We started to talk at one of the Bichard groups about whole systems and a couple of the departments said, 'ah no, we've got a whole systems approach',and Children's Services have got a whole systems approach and Health has got a whole systems approach and, from their perspective, it is!"
Programme Lead

"This requires thinking in a totally different way, so not just thinking about your own individual organisation, you need to think about things across several different organisations. Because these things are wicked problems, there is no single solution to them so you have to get a number of heads together to think about this stuff, rather than just you and your little silo bit."
National Body

"What's been unique about the Total Place approach in this sub-region is the degree to which it's enabled agencies to focus on the whole system and that hasn't happened anywhere in connection with this set of proposals before, because you never got all those senior colleagues together in one place for long enough."
Local Place, Senior Officer-

Total Place has given people permission to think differently.

"There needs to be a compelling reason for people to really examine their thinking, really examining the way that they are doing something because in isolation, individual parts of what they're doing is great, it's probably well validated by professional practice.... It's that personal experience and the compassion of wanting to do public good that seems to help people go, 'Okay that really isn't good enough, we need to do something differently'."
National Body

Some of this new thinking might have a far-reaching effect on the way we do things...

"You start immediately to see the paucity and the lack of longevity of things like targets. You're going to have to have a strategy that's going to win people's hearts and minds, it's going to be about relationships, and it's going to be about subtleness over time. So that type of systemic thinking which is absolutely inherent in Total Place started to become apparent."

Senior Civil Servant

"We all know that we've got to completely change the way that we work and we've got to start making an investment in longer term preventative type work, rather than continuously reacting to things and at the moment the system isn't set up to do that."

Local Place, Senior Officer

"Looking at the whole system in one go, in one process, hadn't happened before so we were looking at the case of reconfiguring acute provision, the enhancement of community care, diversion from old people's homes at the same time as diversion from hospitals and most importantly and most uniquely, what the characteristics of a preventive strategy and what's needed in order to fund that at the same time."

Programme Lead

and the prize for joining up our thinking is clear.

"If you think about drugs and alcohol, you've got money that's going in from Crime and Disorder Reduction Partnerships, from Drug and Alcohol Action Teams, from Local Authorities, from PCTs, from the Police, from Probation. All these people putting some money into dealing with these issues but not thinking coherently across the system about where the money's going and where it's being spent and where the costs ..."

Local Place, Senior Officer

"Why do you think that people have wanted to come and wanted to participate?"

"I don't think any one person will be able to tell you, it's a product of ministers getting it, it's a product of senior officials seeing the potential, it's a product of lots of people saying 'yeah, this is right, we're in public services and why would we wanted public services to be like this? We're not doing this job for fun, we do actually believe in this', and it's a product of people recognising that we need to make efficiency gains and seeing that this is a better way to do it than by simply making cuts."

Civil Servant

?

Questions to consider

As you read these quotes did they suggest a narrative about a system built over time and now in need of repair or overhaul?

Does this reflect your own experience? What sounded familiar or unfamiliar?

Section 1

How it all started

"We cut the brief on what Total Place was down to one sentence, which is 'how can you get improved outcomes at less cost through greater collaboration, to enable the local genuine focus on place and a deeper engagement with citizens and communities', that was it and that's what we kept on coming back to"

"To get people to innovate and think creatively, you need a disruptive influence, well, the disruptive influence is that you're going to have less pounds, shillings and pence to deliver your services."

"For some reason it seems to have been the right thing at the right time. I suppose because everyone can see what's coming, and this has been a safe way of talking about it."

This section describes the origins of Total Place as an exercise, how it got started, and people's initial reactions to the work, in Places and in Whitehall.

Before the start of the work we now know as Total Place, there was a critical conversation about: the need for an offer to help leaders in a time of severe fiscal crisis. This conversation was sparked by the nature of public finances, and the increasing expectation of the public. Its context was one of complexity in local service provision and national government policy, a shift to outcomes and whole customer experience, and a hypothesis that an innovative approach to produce better customer experience would led to a better deal for the taxpayer.

A note titled '*Responding to the Downturn: Local leadership of place and efficiency*', was developed and a presented to senior civil servants and ministers.

The Leadership Centre for Local Government's thinking around systemic change and the nature of changing culture and practice heavily influenced the content of the paper and the approach suggested. The programme was a governance arrangement that logically lead across the CLG and HMT and the natural incorporation of this with Lord Bichard's work on the OEP and customer design.

Operational and Efficiency Programme

The operational and efficiency programme was launched in July 2008 as part of a year long programme examining operational spending in the public sector. The scope of the report applied to all organisations within the wider public sector with a view to examining efficiency, improved performance and greater partnership working at a local level including the empowerment of citizens to help shape the service that they use. Given diminishing public sector finances and the anticipated significant cuts in public expenditure this presented many challenges.

The report discussed effective collaboration as a means to achieve savings by:

- Removing duplication

- Identifying new ways of delivering service through joint innovation

- Investing in services that will reduce costs of other services even if cost benefits fall to different organisations

- Better targeting of spend towards priorities and improved strategic commissioning

- Reducing overheads by the joining together of management structures

The Leadership Centres work looking at a whole area approach was commended as a successful model to potentially deliver these objectives. The development of Total Place recommended that 13 pilot areas look at ways to eliminate barriers to joint working, increase incentives and provide a better service for less cost; this was facilitated by high level ministerial engagement to ensure that issues were swiftly addressed by Government.

The report referred to two pieces of work that suggested a new option and the space for Total Place: The Leadership Centres work in Cumbria- Calling and Counting Cumbria and the - Birmingham Public Expenditure and Investment Study. For more detailed information visit
www.hm-treasury.gov.uk/vfm_operational_efficiency.htm
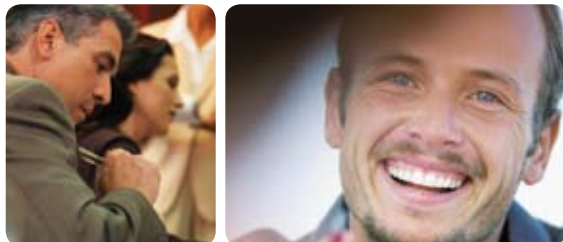
The origins

Total Place came partly out of the Operational Efficiency Programme (OEP)....

"[Total Place] came out of the OEP before the last budget; the Operational Efficiency Programme, and getting Michael Bichard to head up the local incentives and empowerment it. The Treasury commissioned some work to help Michael focus what he was doing and get some ideas. Michael picked up on some work that had been done with Cumbria, but also with other places, and got really excited about the changes that you could make by doing things locally in that way, and somehow that seamlessly led into Total Place."

Senior Civil Servant

"We've always known that it's inexcusable that the public can't understand why the public sector can't explain, can't calculate what things cost. They don't understand the rigid demarcations the isolated islands that the whole of the public sector work through. As a consequence OEP came along and effectively removed those shackles."

Local Place, Senior Officer

The drive to do it was sharpened by the sense of a growing public finance crisis

"Now, to get people to innovate and think creatively, you need a disruptive influence, well, the disruptive influence is that you're going to have less pounds, shillings and pence to deliver your services."

Politican

"What was interesting about this was that now there's a driver of saving money. In the past it would probably just have been the nice fluffy argument about yes we ought to be preventing people getting ill in hospital or in residential care, that makes sense, doesn't it, to people's dignity. But with this time there's a driver around trying to find some real savings."

Local Place, Senior Officer

It's all about timing...

Our interviewees said that the timing of Total Place was crucial – partly because of the looming deficit but partly also because of the people who held critically important roles in and around Whitehall at the time of its inception.

There was a happy coming together of circumstances and people.

"I suppose there's a number of things that made [Total Place] different, some of which was the impending fiscal crisis, the fiscal situation. The other thing was having some right people in the right place at the right time. The fact that Helen Bailey was in Treasury was massively significant to this and quite frankly if Helen hadn't been there, I don't know if that would have impetus. Irene to the same but perhaps a different extent in CLG because Treasury hold the strings and always have and always will so it was a combination of things about people."

National Body

"For some reason it seems to have been the right thing at the right time. I suppose because everyone can see what's coming, and this has been a safe way of talking about it."

Senior Civil Servant

A number of those people were experienced in both the national and local government systems

"Irene Lucas, and Helen Bailey, who were the two CLG and Treasury senior officials who are both from local authorities, they're local authority ex chief executives. There were at least three other people, three directors general on the Bichard group, who were all ex chief executives of local authorities, they really understood. We also had membership on that group from people who were from PCTs and the police and they brought their own relationships with them, and there were also other people who brought the sort of additional centralness of central government."

Civil Servant

Specific personal leadership by Michael Bichard and John Denham has had a huge impact...

"Michael Bichard's independence and stature has been very important. [then Secretary of State for Communities and Local Government], John Denham's intellectual power, drive, relationship with the Treasury has been important."

Senior Civil Servant

"So Michael Bichard has been fantastic, because for any civil servants who are anxious about getting on someone else's agenda, Treasury agenda or CLG agenda, the fact that Michael is sponsoring it and is supported by ministers to do so, and runs the Institute for Government, just makes all of that very safe."

Senior Civil Servant

Starting the programme

In Spring 2009, conversations began between Whitehall and places about how this Total Place thing might work.

The initiative was co-led from CLG and Treasury....

"Having this as essentially a joint CLG and Treasury project within Whitehall added a great deal of weight to it, both in terms of perception outside of Whitehall and within Whitehall and the relationships that people have with Treasury are slightly different to the relationships they have with us."

Civil Servant

"[People would say] 'Is this a Treasury thing or is it a CLG thing?' and I say, 'this is a conversation I won't have', it's a Treasury thing because it came out of a budget process, it's a CLG thing because it's a local government thing."

Senior Civil Servant

with support from the LGA family.

"I think a significant event was the meeting of office holders at LGA probably in March or April last year where they decided to fully and wholeheartedly support the Centre in its work on Total Place. There was some sense of that being in the balance before then, but they were unequivocal in saying 'we want to do this' and if that had been a more equivocal message, we'd be in a very much more difficult place - so good political leadership from local government in its collective form there."

National Body

Places were selected very quickly...

"What then became important from everyone else's point of view were places wanting to play, and as I recall, we got the 13 places rather quickly over a series of phone calls. So we're very lucky that we found good places that wanted to do good stuff, and in the main they have."

Senior Civil Servant

although too quickly for some.

"I think it would have been much better if we'd have had a more coordinated approach to communications from the start, rather than what happened, which was a set of pilots that got picked at the last minute without anyone knowing they were picked or why, which I understand is sort of inevitable, but that meant you got off on a slightly negative foot"

National Body

Initial reactions

Initial reactions to Total Place questioned whether Total Place would be just another initiative or something different.

It did seem different to people on the ground...

"I've spent a lot of time thinking 'if this has been going on for however long, why hasn't anyone else done anything about it?' and I'm sure there have been lots of initiatives in trying to get to the bottom of some of the duplication. People have said to me that it just felt that Total Place was different this time. I think there are two reasons for that, one is the financial imperative and the second one is because it has been locally led and I think it really has been. It hasn't been like a government initiative being done to people, the pilots have been free to choose their themes in terms of where the energy was and allowed to get on and do stuff, which is not the usual way that government initiatives work."

National Body

"With Total Place it's like there's hundreds more people with the opportunity to go along to lots more people and saying 'actually you need to be doing something as well, it's costing you a fortune', and it's that ability to really make informed decisions across the partners. And we've only just started, but you could have a real opportunity to get the right people and the right funding on the table to then really make the right service to help those families, and to make cuts ultimately or to cost less money ultimately. So everybody can win."

Local Place, Manager

and they could also see that it created more impetus for other linked initiatives

"Actually we've got two parallel pieces of work underway here. Total Place came into an agenda that we're already trying to influence around more partnership working on the frontline. So in simple terms the government have given the police service a target to improve something with the councils, but they haven't told the councils to do the same. So this supported this agenda in a big, big way with a timeframe."

Local Place, Senior Officer

People liked the joining up of work on culture and on the financials as part of one exercise...

"When I read about Total Place initially there was more than an inference that culture was going to be a key component in exploring those things. And those things then with the money bit just made me think, yay, because the most significant bit was the stuff about exploring what you could achieve through radically better partnerships. In order to do that you're going to have to unpack some cultural stuff - it made me very excited because it zoomed into the people issues around making stuff happen and change and those are things that have been very absent from the meta-narrative I think in this country."

Programme Lead

and there was soon a 'buzz' about it.

"The first time it felt like it was going to be bigger than anything we'd done before, was when someone from the Financial Times called just out of the blue because he'd heard about it on the grapevine."

National Body

"There's been quite good coverage. That's been fuelled by the updates that Nicky's done from the Leadership Centre… Those updates have been very, very important because of the wide distribution of those, and we've made sure in both the projects that all the key partners have had access to those. That's actually been a bit like a conduit, it's really pulled things together, it's joined things up, it's connected things in the right way, and I think that's been good."

Programme Lead

Although that was a double-edged sword.

"The media, whether it be broadcast media, print media, trade journals, just got very, very excited about the whole Total Place stuff, and I think two things happened, one very positive, the message got out about Total Place being the only show in town really, really important, so it got everyone out in terms of what they were trying to do. The second and less positive was it raised expectations and it became very pop, became this kind of let's use the phrase Total Place and no-one really understood why Total Place was being used as a phrase for anything that seemed to have anything to do with efficiency in public service. So a twin edged sword really. And I think that helped the momentum of what the Total Place partners were trying to achieve."

Local Place, Senior Officer

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Questions to consider

To what degree do you think the prediction of an impending fiscal crisis was significant in giving Total Place an impetus?

One view is that the recent history of initiatives paradoxically created some 'initiative fatigue' and opened up a pathway for Total Place. Does this feel true from your perspective?

Some critical elements suggested were 'the right time' or 'the right people' or 'the right approach'? Does this help you consider your own experience of how change happens?

Section 2

Inception to PBR

2

"Everyone wanted to be part of it. I remember the borough commander for the fire brigade ringing me up and saying, 'when can I get involved in Total Place?'"

This section describes how Total Place got started in the pilot places, the processes of 'counting' and 'deep diving'. It also describes how Whitehall started to get involved in the pilot work.

Once the mist had cleared and the 13 pilot areas were agreed, real work began in the places. Local project teams were established and questions on the process were raised thick and fast. The Leadership Centre assisted with the development of local project teams by providing a list of 'programme leads' who had a track record in working within places on major change initiatives and who might assist in co-ordinating the embryonic stages of the project and contact with Whitehall. The pilots generally co-ordinated their internal project team through a nominated responsible person. Usually, this took the form of a senior manager or in some cases, the chief executive. Project teams took the majority of May and June to set up and then were adapted as the pilots saw fit.

Starting to 'get it'

The possibilities were apparent from the start...

"One of the momentous occasions was when we met with all the frontline staff across all the local authorities, across health, and we did have one business, one private provider and a few voluntary in there, and that was just amazing in terms of the energy in the room and the real desire to make things happen."
Local Place, Senior Officer

"The key political leaders – the city and the county – wanted Total Place to be a success and they made it perfectly clear from the beginning they were going to do it properly and it was to be a success."
Programme Lead

"Everyone wanted to be part of it. I remember the borough commander for the fire brigade ringing me up and saying, 'when can I get involved in Total Place? I hear ...' and in a sense when we designed the four strands, we wanted to give a useful role for people in it all because we do very much believe that the whole public estate plays a big part in it."
Local Place, Senior Officer

There were some concerns about what it was really about...

"We were getting lots of messages back up from frontline staff and middle managers that they were finding it really hard to get people to see Total Place as something other than just another title for taking 20% out of the organisation."
Programme Lead

but people decided to hold faith at least at the start.

"And there was just a really interesting conversation about what Total Place was for and why it was worth holding onto. ... In the end it was the Unison rep on our board who was saying, "listen guys, we can do this because this is the best chance we've got of protecting our people in communities and frontline users, and actually our staff will go with this, as long as we're honest with them, as long as we tell them the truth, as long as we involve them, as long as it's transparent, they'll see this", so that was a really neat conversation."
Programme Lead

An evolutionary way of working

Total Place was intentionally designed by the Leadership Centre as an exercise in working in an evolutionary way, without a pre-determined process or a pre-determined outcome. Some people liked the experimental, fairly open-ended style of working whereas others said they found that hugely frustrating.

The start of the process wasn't a smooth one.

"I found it a bit of a frustrating process at the outset; it's been the case all the way through, everything's got to be done yesterday as far as Total Place is concerned. I guess you'll appreciate that from your experience, and timescales were ridiculous from the outset. Various events were set up and although I was ostensibly the lead for the county council, key events were set up that I couldn't get to, I was on holiday or whatever, so it took some while to get into it properly and there was no real infrastructure around."
Local Place, Manager

"But there's nothing wrong with a bit of chaos sometimes, good things can happen out of it."
Local Place, Manager

"Hugely helpful to have that ridiculous timeframe, because without it we would still have programme advisors and others talking about what are best ways of engaging members around this and around that, rather than just getting on and doing it."
Programme Lead

"It's as much about a mindset and I think people perhaps approaching us and saying can you give us a toolkit as to how to do this makes me think actually that's exactly the opposite of what you need to do. This is about thinking it through for yourselves not about just going through the motions and that's really not going to bring about change."
National Body

To some people, the way forward seemed very uncertain...

"This is a very demanding piece of work for people and in many ways it's not the workload, it's the uncertainty of working. People were not happy to discover that they were entering a process where they can't see the outcome. They don't like it and they get very anxious and part of my role was just to try and hold that anxiety while at the same time feeling it myself."
Programme Lead

"From where many people are now in their understanding of what the world might look like, it just feels that it's a big jump for lots of people, from what they know and perhaps more uncertainty, less structure and quite a lot of people say they don't want structure and constraints but when they're not there, say 'where's the structure and constraints?'"
Senior Civil Servant

Others felt there was a fairly clear framework to work within

"From the outset what was really important was designation of two link people within the Treasury to help with all the counting and accessing the data. That was very important because the validity of the X data is questionable as they struggled with accessing accurate and reliable data. We had great hope right from the outset in the sense that we had the Treasury tied in, we've got CLG, we've got a very detailed Project Initiation Document and here we go, we're off, and that contained timescales and structure."
Programme Lead

"I think the network of communication has actually been first class and I think that's been a primary responsibility for the Leadership Centre. But the way in which things have come out, the way in which the advisors and the project managers' briefing sessions have taken place, all of those things have helped with the profile of Total Place as well as the actual day-to-day work. When you put it all together it's a pretty well orchestrated project in the sense that it's quite joined up, and I think all things considered Total Place in terms of its approach and mechanism has been pretty impressive."

Programme Lead

"I think without [the events and smaller meetings] what you'd have got would have been no co-ordination or much less co-ordination across the 13 places and across Whitehall departments coming together to make sure the conversations were happening between the two. I think there would have been a fairly big risk, at least, that it would have been similar to past experiences of these sorts of ways of working where the places go off and do one thing and Whitehall goes off and does another thing, and then they come together and disagree."

Civil Servant

"We've tried to make the language feel less top down so we've tried to make it more of a collaborative or partnership kind of view. Rather than a "you should do this or do that or don't do this", which is why we avoid terms like guidance, templates, frameworks, project plans, we've tried to avoid that as much as possible so it doesn't look like things are being done to places, rather than working together on coming up with solutions and stuff and it can just be about the language, the language is really important."

National Body

"The Leadership Centre works in a much more sort of fluid, organic way that builds relationship with places. I think there's perhaps been some learning for me personally in how I might want to operate in the future rather than always delivering to our funders without maybe challenging back, hang on a minute, is this really the right thing for local areas."

National Body

The openness was quite deliberate – to signal a new way of operating

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May to August – The count began

During those first two months, pilots had started to think about how to approach the 'counting' aspect of the project. In mid-June, CLG hosted a workshop involving delegates from pilot areas, HMT, pre-pilot areas, the Audit Commission and others, and the suggested methodology was proposed and refined. The methodology was made available to pilot areas towards the end of June. It consisted of a fairly straightforward spreadsheet which listed all of the various funding and delivery agencies who may appear in a place. The pilots were then asked to populate the spreadsheet with their own figures. HMT also provided a table with the COFOG classifications of spend for those places who wanted to classify their count using those definitions. However some used the CIPFA classifications and others classified under LAA themes. There was no single way of doing the count and pilots chose the best way for them.

Further to this and on request from the pilots, HMT provided data for those organisations that deliver services at the local level where it was difficult to obtain. For example, they provided spending figures for the Environment Agency, and courts and prisons in the Total Place areas.

For all other local bodies it was a bottom-up process of talking to the agencies locally. If this proved difficult, places went to the GOs for support in the first instance and if it remained a problem in a number of places HMT provided support through departments centrally. Generally the local approach was normally quicker and helped to inform other agencies locally about Total Place.

The count took place over the summer with the pilots submitting as detailed figures as possible at the end of August. This deadline was put back a month because there simply wasn't enough time to meet the original deadline of the 31st July.

May to August – Starting to partner locally

The gradual development of partnership working received an injection of pace through doing the Total Place work. Barriers were broken down between organisations and individuals in many places and for perhaps the first time partners came together with intent to do real work on the ground, rather than just turn up to the meetings.

Locally led, partners were able to draw energy from what they felt was important in their place, as opposed to satisfying some centrally chosen criteria about which issues needed to be addressed.

There was a shift in behaviour when partners began to realise that the issues they face were much better tackled by working together on real issues that affected customers rather than staying in their bunkers.

The process was a tonic for partnership working – a possibility for making new things happen.

"So Total Place, I suppose is the ultimate trust position really isn't it, so many different kind of partners in delivering the same outcome and improving citizens' lives and putting the citizen at the centre rather than the professional.

Local Place, Manager

We started that morning by saying everybody in that room had the opportunity to contribute beyond boundaries of place or job description or what it said on their business card."

Senior Civil Servant

"You wouldn't have known, watching a meeting, who was from which organisation, no idea who was from the local authority, wouldn't have known ... the three local authorities worked really hard to make sure that nobody got left behind and no local authority ever felt that it was falling behind in terms of status or influence or whatever, but lots of balancing decisions were made, lots of very careful conversations were had."

Programme Lead

It felt different from usual 'partnership working'...

"I think generally partnerships, either local partnerships or national local partnerships don't have any current running through them, they're sort of switched off and real power is somewhere else and therefore, the conversations you have in partnership settings are quite often imaginary conversations! ... Sometimes you watch partnerships which the whole blooming thing is offline and so what happens in the partnership is like a play and I just experienced more of the real conversations going on online."

Programme Lead

and it does seem to have moved some partnerships on from 'talking about' to 'doing stuff'.

"They would have said that they had very mature partnership arrangements and I think what Total Place has done throughout the time has shown where there are differences and how to overcome them. I think before their partnership was all quite warm words, breathy sounds and it's all lovely, but actually you're going to have to give up this or this isn't going to work for you, but it's going to work for the other people. It's like being in a family I guess, that you're not all going to get what you want all the time, but you're going to work together for the common good."

Local Place, Manager

Bringing people together to do real work was a challenge.

"The biggest achievement for us was getting 42 organisations in the room at the same time, that had never been done before and to get those 42 organisations signed up to a common understanding of what the problem is around access to benefits."

Politician

It has really changed the way people work together…

"The guys were sitting around at table and someone said '18 months ago we would never have even all sat in the same room together, because we would have never thought of any reason of doing so and we would have all been suspicious of the motivation of the others for coming in the first place'."

Local Place, Manager

"If there can be a way of getting people enthusiastically and genuinely to work jointly that isn't triggered by something that's a catastrophe, that has to be a good thing. This, artificially or whatever, forced a process where people came together to work and actually found that each of them had something to contribute to the process and to the party and 'it could be jolly useful in fact if I carried on talking to you', or 'now I know of your existence that really is a good thing'."

Programme Lead

although some people are less sure.

"Through my work on Total Place, what I have discovered is that we are quite good at partnership working in that we all respect what other professionals do, so we have a polite interest in what our colleagues are doing and where our outcomes overlap. We're quite happy then to do some joint working but actually, nobody changes very much because they don't feel they need to, it's almost like somebody's got to break ranks and say 'I'll change, I'll do something different, will you join me in doing something that will change things?'."

Local Place, Manager

What it takes is someone being brave enough to step out of their cave.

"Partners were saying 'No we're not going to move, no we need this, we've got to have this, we can't give anything, and we can't give any leeway'. The chief executive said 'Right, okay, stop. Let's take a step back. Step back and look at this in the round'.

Finally somebody said 'Look I've got £15,000 in my transport budget which I could hold over to next year, I could probably make sure that my staff didn't suffer because I could do this with this'. He started thinking helpfully and creatively about something that was not his own cave.

Because these people are like lions, they stand outside their caves and they roar, don't come in, mine, mine, mine!"

Third sector partner

"It always seems to stop when we get to the resource issue, about 'we'll do less, could you do more?', it's almost that seems the barrier, that nobody can actually say 'we'll give up something or you take responsibility for that and we'll pull out of that particular case'... It's quite an interesting one but I think it will take more senior managers to say 'let's pool a bit of that budget and see whether we can get you working in a more integrated way', as opposed to just joint working which doesn't work."

Local Place, Manager

July - Choosing the themes

It was also during July that the pilots decided on the themes for their 'deep dives'. Initially there was talk of using LAA themes as the basis of the deep dive but it became clear it was important that the pilots went where the energy was in each locality and focused on issues most important to them. Many used their LSPs to decide upon the theme and by the end of July a definitive list was all but finalised.

There was delight at being chosen…

"He said, 'I've got this thing about Total Place, I don't know what it is but it sounds really interesting' and he went to the meeting and then suddenly, probation was selected as a Total Place theme and he came back to the office and danced down the corridor. I think dancing down the corridor was how he felt in that we couldn't believe that we'd been selected to be a Total Place theme because probation is normally seen as on the outskirts really of what happens in local districts."

Local Place, Manager

and that places chose to work on the difficult stuff...

"I think the other side of it is that we didn't want places to do the easy things which have already been looked at to a greater or lesser extent. So, we're really pleased that a lot of places also chose intractable, complex issues which were the brief at the start. Drugs and alcohol, improving outcomes for young people, etc. So, I think we got a good mix of those two things and that happened organically."

Civil Servant

"We chose a theme that ... for us it was drugs and alcohol that every agency could coalesce around. We chose drugs and alcohol because it's a major issue for us in terms of health inequality. Some health colleagues were interested from a PCT position. It's a major issue that links to people turning up at accident and emergency...Huge consequences in terms of crime and disorder and it's linked to violence…"

Local Place, Senior Officer

which seems to have galvanised new energy.

"The Chief Executive involvement and high level involvement from the partner organisations and having that drive at a very high level from elected members, gave us an opportunity to flag up a difficult issue and then how we can try and find some solutions."

Local Place, Senior Officer

July - Customer Insight work

The customer insight work also began over the summer. This was an IDeA led piece of work which linked to aspects of Total Place and became part of the process. It took the form of a review of the customer insight work that was already going on within the pilots and led to pilot case studies which were shared in March.

August to September – High-level counts, deep dives and interim reports

During August and September work commenced on the pilot's interim reports for PBR. This was the first of only two main milestones of the project: interim reports for PBR (18 September), final reports for Budget 2010 (5 February).

The 'Deep Dive' processes also began at this time. 'Deep Dive' is a group of techniques used to rapidly immerse a group or team into a situation for problem solving or idea creation. After choosing their theme, pilots began to look at where and how the money was being spent and also at the cultural elements of partnership working – the 'how do we do things around here' questions. Again, the 'Deep Dive' process was not centrally driven and how the pilots tackled it was their own choice.

The count process gave places an idea of what to go for

"It was somebody for whom I have enormous respect and he said right at the start 'we're not going to go around deep diving, we're going to go snorkelling. We're going to look around and we're going to do quick and dirty shortish things, and if we see some treasure under the water that's good, we'll go for it, but I don't know that there's just one thing we should look at'."

Programme Lead

"I think the numbers were what surprised people initially. The spend numbers, the sheer numbers of projects and programmes that are running that Lewisham residents would have access to surprised a lot of people…It surprised me certainly, yes.

When am I going to stop discovering new projects and programmes and new amounts of spending and the rest of it? It was absolutely amazing.
We didn't finalise the mapping until quite near the deadline because you keep discovering funding… I was shocked, yes."

Local Place, Manager

"Actually at the end of the day the use of the high level count was one of the most productive things in the whole of the programme actually."

Programme Lead

But getting the information in was challenging to say the least.

"We did find with health the best way to obtain financial data was to come up with a load of figures that they didn't agree with so they then gave us the figures that we wanted.
That worked brilliantly, because we took what we thought was the best guess and it provoked quite a debate, and in the end they said 'would you like us to do it?'
We just smiled sweetly and said 'we've been asking you for three months to do it', and then they did it. So it's all about tactics, I suppose."

Programme Lead

"The other key message is not to underestimate the amount of data gathering, the amount of data supporting, data cleansing and the amount of barriers there are to data sharing, just to inform the first steps of the process for you. I think that's apparent across all of the themes. Some of that stuff is very, very difficult to get to, it's in all sorts of different formats and people haven't necessarily got time within partner organisations to spend time with you going through that data, cleansing it, getting it to the right place and presenting it in a way that helps the Total Place thought."

Local Place, Senior Officer

The impact of seeing data in new ways was immense...

"I think for me it was getting to the ability to see where there was lots of duplication and spend in an area and bringing a richer picture than we've ever had before, that has been such a phenomenal experience for me and it makes you think completely differently."

Local Place, Manager

"This has for the first time given the politicians who wouldn't be aware of that, a real eye opener to how much this is costing the public sector and the potential savings that we could make."

Local place, Senior Officer

"The deep dive analysis showed just how little local people were getting for all that spend. So the PCT is spending 200% of the average and yet it's one of the worst health records in the county. The schools are spending 73% more than the average and yet, you know, there isn't a single child in this area who gets free school meals that achieved five GCSE A-C's. The extra spending isn't working and it's just not good enough.

So that really has grabbed people's attention about what might we do differently."

Local Place, Senior Officer

and new ways of representing it helped.

"I remember when we took our asset map, Helen's remark was 'this is far more influential than a 15 page report on assets, this says it all, it's so visual'. When you look at the deployment of Jobcentre Plus, DWP, the districts, the parishes, when you look at the density in certain areas of public sector assets you cannot but ask challenging questions about why and how do we do this?"

Programme Lead

July to September – Whitehall departments gearing up to work on Total Place

While all this feverish activity was going on in the pilot places, Whitehall departments were also gearing up to support the pilots. As in the pilot areas, there was some confusion at the start about how to get involved without swamping the pilots and how to make sure the right assistance was offered at the right point.

Whitehall officials felt they had permission to get involved with the work

"[Total Place] was a way of getting a grown up sensible dialogue between Whitehall and places, and I think the kinds of dialogues we've had around Total Place have been better in quality and quantity than anything I've seen to date; better in the sense they've involved more places, and they've involved more officials talking about the same thing, and there's been a sort of attitude of respect and listening, which isn't always the case."

Senior Civil Servant

"Because [Total Place] had emanated to a greater or lesser extent from central government, people who were children of central government agencies felt that there was permission there. And because it was owned by local agencies, those people felt it was all right and all of these flows of permission I suppose came together and coalesced in a place that people felt safe to have those sorts of conversations. And we're not talking here about hugely risky conversations, the conversations which I suppose the man on the street would have said, 'wasn't that something you did anyway?'"

Local Place, Manager

and they rolled their sleeves up and got on with it.

"There's been quite a different engagement in the way that the pilots have been organised, in the way that the centre have actually got out from Whitehall and come and rolled their sleeves up and seen and worked together I think in quite an equal way."

National Body

However, some civil servants have a different view of what 'being involved' means from the people in the places.

"One of the programme managers has said jokingly in a meeting, 'they come to one meeting where they ask us lots of questions and they think they co-design something'. I think in the very, very early stages, people really did think that their job was just to gather information and that was being involved. The civil service's idea of what's being involved and doing things is very different to what happens on the ground, so there's almost a disconnect in language as well as roles."

National Body

"[Michael] wanted [HLOG] to be engaged with the work and to actually do work themselves and I encourage that and he made that clear right from the start. It was that sense that 'you're going to have to do some work together, guys and you're not in here to listen, you're going to be here to do some work, even if it's not in this room on this day, you will go away and do some stuff and on that basis, you're in?'."

National Body

The interim report was a real turning point in getting Departmental leaders involved.

"At the HLOG meeting where the report was tabled, a succession of people said 'this is really good, there's some really important stuff in here, and we have to respond properly'. So within almost all of the major Whitehall departments, somebody was saying to the people who were engaged in the pilots, 'this matters, this is serious, we may not agree with it/we may agree with it but there's something going on here that we need to be engaged with'. The collective impact of it was for a group of directors general to say 'we need to do something about this' and more significantly maybe, the ministerial group got it as well and Denham [Secretary of State for Communities and Local Government] and Byrne, [Chief Secretary to the Treasury] really latched onto it and said, 'Ministers, you need to do this is for real, there is some good stuff going on here and we need to do it'."

National Body

"I think the other thing that has been of great benefit is the opportunity to escalate to departmental level, without that I don't think there would have been the credibility at local level because we've all been trying to do this for the last 20 odd years. We always butt up against those challenges which are in the 'too difficult' box, because we can't influence central government or we can't influence central policy of some of those main agencies, but here was the opportunity through the lead officials group and the ministerial group, to be able to do that."

Local Place, Senior Officer

"It's not every day that you get an opportunity to pick up the phone on the back of Total Place and speak to the Chief Secretary to the Treasury. Now those things wouldn't have happened without Total Place."

Local Place, Senior Officer

"You need someone like the Leadership Centre or someone to provide us with that ability to get to the right people because as I say, and data protection was just an example of that fragmentation within government, too many different stories coming out of too many different bits of too many different departments, we just want an answer, we don't want a plethora of different answers from you."

Local Place, manager

The Champions made a difference to some places...

"Champions ... need to be somebody who is located within the top tier of Whitehall, who knows their way around the system, who's prepared to get on the phone to somebody else and make a contact so the chief exec of the PCT can speak to someone at the Home Office, and talk to the right sort of person about the right sort of issue."

Civil Servant

"Take the lesson and find somebody who can keep introducing and opening the doors and helping you get past blocks in the Whitehall system because it's a different system, it works differently and you need a guide through that and the more clout your guide's got, the better really."

National Body

"I was surprised, pleasantly by the number of positive references to DG champions in the reports, which struck me as going beyond a politeness to people really meant it, the sense of having that dialogue with Whitehall which reinforces again, the way we try to approach Total Place in a spirit of co-design."

Senior Civil Servant

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"I think there is a challenge to bridge the distance between ... the gap between the champions who were all very, very senior and therefore very, very busy ... versus your more kind of grade seven, grade five, who I'm not sure we reached out to and educated enough just about the project, let alone about the work they could have done specifically with us locally.

So if we did this again you could see a session with Whitehall people and local people who'd been involved in Total Place before saying 'how can we do this better?' 'Alright let's set up these project group conversations on a monthly basis."

Programme Lead

and there's a worry that the Champions idea is not scalable.

"Where we've been at the moment, is that all of the people involved are converts broadly speaking. If you broaden this out to meet Michael Bichard's recommendation from the OEP last year, to all places having champions, then that's going to be challenging because not all DGs are yet bought into this"

Civil Servant

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Questions to consider

Total Place didn't come with a toolkit or a fixed approach – rather places were asked to experiment in their own way with a set of methods. In your own experience does that seems a good approach? How could it be different?

It was a confusing start for some, but seemed to develop momentum, rapidly. Why do you think that was?

Section 3

3

From the PBR to the final reports

"We did some work with young people and libraries and the entire success of that was based on pizzas."

"Wow, this amount of work has been done effectively in less than six months. We started in September really and had to finish in January to get the report in."

"We're really up for this, be brave, be bold, challenge, let's really go where we haven't gone before."

This section describes the second half of the programme from September to February, the creative design process, a 'call to arms' at a major event and the production of the final reports.

This period included the 'design process' which was very individual to the places. It was characterised by the stage of taking the deep dives and identification of themes into a plan which typically involved - broadening the inquiry and then consolidating into a set of potential practical proposals.

October to December – Doing the creative design

At the start there was a lot of talk about design, how to do things and share ideas on the Community of Practice, and developing cunning plans or 'disciplined creativity'. This was quickly submerged in the sea of activity. The design ceased to be a linear thing and became iterative and emergent: design learned from content and content was driven by design.

Intentional service design is an unusual way of working for many staff and managers.

"This was an opportunity that brought us together and encouraged us to talk and think in a new way... Ordinarily our work agenda is dictated by what's written down on the bit of paper that determines what's happening in the meeting and of course Total Place was saying we don't want to do that. What we want to do is get your thoughts about how would you do this differently and that's the platform about you don't have to think in the conventional ways about what we're doing. You can think differently and that was a great opportunity."
Local Place, Manager

"We saw groups of service managers and staff talking about pathways, how do people access services. We saw them talking about re-designing some of those pathways and feeling legitimised and empowered to do that. We saw them engaging with groups of service users in that re-design and coming up with quite innovative and creative ideas about how it might be different. As managers, you want that to happen but the reality is you're often caught up in doing the day job and having the energy to get people in a room to do that kind of stuff, sometimes is absent."
Local Place, Senior Officer

"For many people the idea that you actually deliberately design a service is very, very new so what we expose people to is 25 of our favourite examples of services from the private, public and voluntary sector from all over the world where you can see that the agency has thought really carefully about what people need and then has designed around it. And so it gives people suddenly a big bank of examples of things that have happened that people can start to say, oh gosh, what if we did that in our services?"
Programme Lead

Telling stories and speaking directly to citizens changed managers' and professionals' thinking.

"People who told stories about individuals at those events got the most traction, so in one place, they talked about Betty, in another they talked about one of the streets that they're actually working in and in another place they had recovering drug addicts in the room. Those were the things that seemed to help people ground why we would bother to do this."
National Body

"I had a conversation with the deputy chief fire officer a couple of weeks ago who said something along the lines of 'what have you done to my boss?' Because we took all the chief execs of this leadership group out and dumped them in the most deprived areas. Not quite as bad as that, we'd organised meetings and things for them with local people and local workers. Since he did that he hasn't stopped talking about it and hasn't stopped asking the question, what impact is this going to have on local communities then, about absolutely everything we do?"
Local Place, Manager

"There were some workshops and we said to the frontline deliverers 'right, we want you to go out now into the street and just walk up to Mrs Angry and say "tell us about X, Y ...', 'oh no, we can't do that with our customers, good grief why would we want to talk to our customers?'

Isn't that interesting, they do that every day in their own settings but to walk up to Mrs Angry in the street. So we said "just try, go on, just try', and they were absolutely staggered that people would talk to them about stuff. We used a lot of that to inform how we might use our language, how we might engage with people."
Local Place, Senior Officer

Sometimes you have to get really creative!

"What we were trying to do is break down some of the perceptions about the employers sometimes saying NEETs are a waste of time, 'they're unreliable' and all that kind of business and the NEET young people are saying 'employers couldn't care and they never reply to our applications' ... so we brought together the two cultures and we did a Question Time event, we put the employers on the panel and we had the young people in the audience."
Local Place, Manager

"We did some work with young people and libraries and the entire success of that was based on pizzas. If you did something, set it up somewhere and bought in as many pizzas as they could possibly eat, they were up for it big time."
Local Place, Manager

Working across places and agencies generated lots of new insights...

"You could see light bulb moments every now and then where somebody went 'oh yes', and you'd get a rush of conversation around a topic that meant that suddenly everybody was linking things together and saying, 'ah you're doing that too, and if only' and more of a join up, so you got two councils saying, 'well actually we're doing something very similar, why don't we work together and see how to share our lessons that we've learned from this'."
Local Place, Manager

"I think people went quite quickly from a sense of wonderment, what is this about, to a sense of actually this could be quite helpful. At the first meeting I attended there were a lot of Chief Executives there covering all the public sector bodies and that was quite unusual… There was certainly an atmosphere of looking at something as a whole group of organisations which was a bit different."
Local Place, Senior Officer

so why doesn't this sort of work come easily in the day-to-day world of public service?

"You get all that stuff around anything people do, and they do it because they've only got so much time, they feel under pressure, they can't bear to take another case on; they don't want to feel they're failing... and anxiety makes you deaf. It's one of those clichés but it's true, it does."
Senior Civil Servant

"And it was quite interesting to see how nervous some professionals were, going to meet the young people on their own territories which, I remember beforehand. A few of the phone calls were about me trying to reassure people that they'd be fine and they didn't need to think of reasons why not to do it."
Local Place, Senior Officer

"I have not felt as though it's been desirable behavior to demand to know more information. So I've had to live with, at times, having less information than typically I would like about what's going on and I've learned to grow a bit more comfortable with that. It's just tested my comfort zone from time to time ... but it feels all right."
Senior Civil Servant

In the end people got much more out of it than they expected.

"They have definitely said very explicitly that what Total Place has produced has been much more fundamental than they expected it to be. They didn't really know how important this thing was but it seemed like a good thing to do. Its generated insights and ideas and change in a way that they were surprised by but pleased by. I think it's given them much more confidence to be more honest... I think they realised that it's through those brutal honesties that you gain the confidence to think about how you're going to do things differently, and you need to have expressed those things in some way."

Programme Lead

"I don't think any of us landed it but I think several of us got to quite similar places and that thinking has been at its best, quite radical and quite scary and could lead to something very different happening."

Programme Lead

October to December – Whitehall and places getting more involved together

As the process developed it made the relationship between place and Whitehall colleagues more transparent which challenged pre-conceptions and opened up the possibility for change to develop. Transactional ways of working look increasingly inadequate. The value of co-design and working collaboratively was highlighted. New conversations opened up and the power of relationships became apparent.

Each tribe has prejudices about the others

"There's an assumption that both ends make, in that local think that central government don't know what they're doing and central government think that local government don't know what they're doing, and I think that was perhaps the assumption. I don't know why [a Director General] would have thought they would have nothing to say in their interim reports but it's a very strange thing to say."

National Body

There's suspicion about Central Government in local places

"I always had this local agencies good, central agencies bad thing in my mind, and now I realise that they're just people that are dealing with stupid systems as we are and they're not sat in Sanctuary House going, oh we don't really care what's happening to young people, I've got a spreadsheet, it's fine. So it's made me understand other people's perspectives."

Local Place, Manager

and there's suspicion about local government in Whitehall.

"I think there is a deep suspicion and lack of trust in local Government. Where that comes from I don't know because many Ministers actually start out working in local areas so it's amazing how their views then change when they get to the centre. I suppose it's the centralised way that this country operates and it's a mindset isn't it that if you keep things centralised, that that's a better way of delivering versus letting go of some of that and trusting - believing that giving local Government greater power over a whole place will have better results. To have an ability to join things up in a way that makes more sense to the local resident who ultimately thinks that the council deliver all of these public services anyway. I think that's the irony in a lot of this."

National Body

For people working in places, the transactional nature of the interchange with Whitehall is often disturbing

"I had other officials say things like 'well what policy do you want us to fix' and you think it's not about the policy it's about how we talk to each other and listen to each other and engage and solve problems with each other. 'Yeah you're absolutely right so what policy should we fix?' And you think 'well okay, so I'll say it again, yes'. 'So which policy would ...' you saw the emails where departments would say 'can we have your list of specific recommendations for policy change in Whitehall'. 'Well actually it's really not effective to take these policy recommendations out of the context of the whole story'. 'Oh, we appreciate that. Can we have your list?'"

Programme Lead

"[Whitehall colleagues are] just always saying more and more evidence but how much evidence do you need? Local people are saying this is an issue, how much do you need, when is it enough? It's wanting to see them as a partner in developing change proposals, not an assessor of them."

Local Place, Senior Officer

But during Total Place the sterotypes started to dissolve...

"Places have started to recognise that Whitehall isn't one thing, it's full of people who are different, who work for departments who have quite different cultural norms and responses and that sometimes it's as hard to get the DH to work with DCSF as it is for us to work with the PCT, the assumption that 'it's Whitehall that stops us', is not actually true."

National Body

"And likewise on the other side, for us to make contact with and see who the actual people were who you were dealing with. So, they became people rather than just a city."

Civil Servant

"The senior leaders networking event in Leicester which was late summer last year, that was the first time anybody from a central government department had actually attended a Total Place event and they came mob handed, there was about 30 odd of them that turned up and it was quite interesting in that they were split amongst all the tables and they were sitting there saying, 'tell us what it is you want'. The message going back to them was, 'hang on a minute, we're in it together, it's a two-way dialogue', which was radical for them."

Politician

and small personal actions made all the difference...

"A senior official at DCSF.... came out to see us in a very snowy January. Actually he didn't ask us to come down to London, he said I'll come up there and I'll bring a team and I'll bring my analysts and we'll sit in a room and we'll talk about stuff. So he came out of London, a very visible sign there."

Local Place, Manager

"[I got] an email from one of the directors general to say he thought I'd done a really good job, it was just really, really nice and I thought that's what Total Place is about. On a personal level it was really nice to feel like we were sat in a room having conversations about what we would do next and it was all of us together, it felt really, really positive."

Local Place, Manager

"We're trying to set up a presentation to a joint board of DWP and Jobcentre Plus, I think that's happening at the end of April [2010]. When I met up with two senior DWP officials we had a good discussion with them and they basically said, "yeah, bring it on, we really need to understand at our director level what's been going on at local level and your case study is a great example in point, of just holding a mirror up to us and saying how ridiculous this is and that's what we need to see.""

Local Place, Senior Officer

Even so, some people can see no real progress during the lifetime of Total Place

"The complete lack of trust of central government which intensified, the longer the process went on and just ... put the skids on the whole thing."

Programme Lead

"I am really, really not sure whether it will make a difference in the way that Whitehall plays its role in the delivery of outcomes for its citizens. There is very little reward for taking risks both in terms of behaviour and in terms of decisions."

Programme Lead

Some people think it was a missed opportunity...

"There are a decent number of places where I very strongly feel that had they taken a bit more of a step towards building a bit of a trust relationship with some Whitehall policy colleagues, they would have come out with something much, much better and much more significant and it's a shame that they didn't."

Civil Servant

"In the back of my mind I wonder what the experience has been like for the pilots and in truth I wonder what we've added, through the Leadership Centre, whether we added an unnecessary layer. There are lots of things where we've been communicating through the Leadership Centre with 13 places, why couldn't we just send an email ourselves."

Civil Servant

and these are people on either side of the 'divide'.

"I think what was a bit disappointing, we wanted government to be a full partner at the table, not just in terms of meetings and the big events we were running, which was good but we also hoped that maybe they would be able to second someone with us to help with the detailed work. We did offer from some of the policy teams for people to visit and we didn't really get the take up from more junior ranking officials and that was disappointing because that could have been a genuine exercise of working in partnership. I suppose my ultimate aspiration would have been a joint project whereby I could have gone and presented jointly with someone from Whitehall to the DGs and actually it still kept slipping back into transactional mode, us presenting to them."

Local Place, Senior Officer

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What would it take to build up enough trust to really collaborate on changing the whole system?

"It's a bit of a cultural thing isn't it? Do you retrench and want to have worked out all of the answers before you show your sums to Whitehall, which is what a lot of places did, or are you a bit more confident in your own knowledge of the issues and your own sense of what needs doing, to say 'we know that this is a problem and we think these are some of the ways to it and can we just talk to you about how this gets there?' and that is co-designing. But co-design didn't really happen, because of a lack of trust."

Civil Servant

"As a chief exec in local government I don't really understand what it's like to try and work directly to a Minister. Equally many of those people in the most senior positions in Whitehall do not understand what it is to drive an organisation our size in the locality. Until we understand each other's worlds Total Place will not grip, the trust will not be sustained. A lot of good things we've started talking about won't get off the ground because we don't understand each other's worlds well enough."

Local Place, Senior Officer

"For Whitehall, it's as is if we're right back in maybe the LPSA stage of working together. Local areas are well ahead of us. The next thing we need to do, although it would be even more painful and difficult than this has been, is Total Government."

Civil Servant

January to February – senior leaders' event to the final report

This was a crunch period for Total Place. It became focused on specific proposals and business cases. It was pressured, with tight deadlines to meet and there was a lot to do.

This commitment from many key individuals was shown at a significant event in snowy Gateshead on 15 January 2010 when 120 senior people from all levels and across the organisations involved in total place came together. This happened midway between the PBR and the final reporting due by 5 February.

Many of the people interviewed commented on Gateshead because it gave people the boost they needed to get the job done. It re-invigorated the belief that Total Place, and the work being done to get the final reports produced, was worthwhile. Particular characters like Helen Bailey and Irene Lucas stand out in people's minds, partly because they demonstrated throughout their own personal commitment to Total Place and their belief that Total Place offers hope for the future.

The senior leaders' event in Gateshead

It felt upbeat and positive – optimism was high...

"I think [the Gateshead event] was seminal in the sense of we got some of the top officials from the government side and all the key pilots, and the language, the body language, the verbal language was very, very upbeat about we've got a chance everyone to do something very special, and it was upbeat and positive. That felt very real to me."

Local Place, Senior Officer

"[Gateshead] made me feel very optimistic because the Whitehall people that were there were really high quality, really good and had great conversations. It turned for me when they had the Chief Executive of Jobcentre Plus and the Director of Benefits something or other from the DWP, and both of them were up for it, and I thought 'ah, okay, this is ...', and the people who there were just so good I thought 'there's a possibility that this will move on'."

Programme Lead

there was a 'call to arms'.
Programme Lead

"I think it was really Helen Bailey's summary, the last statement that she rounded it all up by saying 'we're really up for this, be brave, be bold, challenge, let's really go where we haven't gone before in exploring the relationships, let's really get into this'. I think that coming from Helen ... and I know that had a big impact on my team and key players from other places that were there….everybody went back talking about what had actually been said, and that was disseminated across all the partners in both places."
Programme Lead

"And I'd say a big turning point probably was 15 January when we went to Gateshead. So to have people like Helen Bailey and Irene Lucas saying it's really important, it's matters, it's very exciting, I think people caught that enthusiasm and realised it was part of a bigger distinction between what Total Place is as a pilot and what Total Place is as a concept. I think they got the concept and now the language is very much about, how can we mainstream Total Place, who are we going to work like this more differently, carry on."
Local Place, Manager

The final reports

Final reports were submitted by places by 5 February summarising the work they had done during the project and the position reached. The reports were sent via the Leadership Centre to CLG and the Treasury. This was the point at which something was given back to the centre so that an overall picture of the work of the places could be seen. Places weren't given a pro forma or instruction about the style of the reports although support was available from the Leadership Centre when sought.

Once the reports were finished the Treasury with input from the Leadership Centre and CLG, developed a consolidated, summary report in March 2010.

The final report was produced at pace…

"I think the time pressure helps. And that if you give people a deadline and you say we've got to produce something by then, actually you do. You may end up with something of a compromise near the end perhaps but at least you do get something out of it, it doesn't just drag on and drag on. So I think the timescale was actually a help. It was at the worst possible time of year that it could have come, etc. but it's just another thing to do. So could we have done without it? Yes we could. Are we going to be better off with it? I think we are actually."
Local Place, Senior Officer

and that affected the final product…

"Probably a bit more time. Yeah probably a bit more time because sometimes these things can feel terribly rushed and I don't know that you always get the best product when things are rushed."
Local Place, Manager

but we still achieved a lot.

"'Wow, this amount of work has been done effectively in less than six months'. We started in September really and had to finish in January to get the report in."
Programme Lead

Some people believe that the 'numbers' in the final reports got watered down…

"It was worrying that some of the pilots decided to take numbers out of the report at the end because they were apparently scared of the way the government was going to react. Now, maybe we're being a bit heroic but this comes back to if you believe in Total Place and seizing the moment, and if you don't put something in the report which is challenging, then why bother."
Local Place, Senior Officer

"[Places] had a paranoid view that any number would be used against them and that led to a very dramatic watering down over everything, over the final two to three weeks."
Programme Lead

as well as the 'detail' of potential interventions.

"The ones with the truly grand designs I don't think were as powerful as the ones who'd really gone into the innards of processes for example offenders and really said, 'if you change this little detail, you will get really big results'"
Senior Civil Servant

"I actually think the annexes in the report are far more interesting than what's in the report, and there's loads of stuff there that can be worked on."
Local Place, Senior Officer

"[Their report] came in and I was quite blown away, if it's not too sad because I think that it's an incredibly detailed piece of work. What they did really impressively for me was to tie in with present thinking at DWP and their access to benefits side. And also, to set out really clearly what their kind of ten steps to a better system would be. And within each of those to provide some costings and some numbers and some sense of what this might achieve, in terms of different outcomes but to do it on a step by step basis that was really clear for everyone to see how they go there."
Civil Servant

Some places were worried that they would lose out.

"One thing that worries me is the scalability stuff and the worry that if the pilots have come up with a lot of savings, the tendency to aggregate that and then just expect everywhere to make those same savings, is a bit of a worry to me ... but then we're reassured by Treasury that that isn't the case, nobody's sitting in the Treasury adding it all up, they're not doing that so ..."
National Body

"This is about human beings saying what am I prepared to give up, on what terms, what is my bottom line negotiating position, and how can we love each other or not? That's the bottom line. Total Place if nothing else has taught us, I think, to be much more open and honest. But there is still subterfuge in the system, there are still people ... and we're all guilty of it ... that are not prepared to lay their cards on the table."
Local Place, Senior Officer

Honesty about what each 'side' needed definitely helped

"We tried to be honest about what Whitehall is looking for and places were equally being honest about what they might be able to say, how far they might be able to go. And people were being frank and clear with each other, plus at the same time recognising that it's a good relationship that we needed to have there. So, that would have been infinitely better than people either being too aggressive or being destructive or people meekly saying yes, this is a great idea and then, nothing happening."
Civil Servant

"What I felt is that the pilots have always wanted to look brilliant in front of central government and they're not comfortable when they don't have all the answers."

National Body

Until you realise no-one else does either!

"One of the workshops which involved locality people and Whitehall people was profound. They [local CEOs] actually found that quite reassuring because it brought them face to face with the fact that Whitehall really didn't have a clue about how to make change happen on the ground and how to implement stuff. And I think it gave them confidence that what they were going to produce, even though they couldn't see what it would be yet, would be really valuable to play back into Whitehall. It was interesting that from that point on they stopped worrying about what Whitehall was going to think about them and just got on with doing the work that they thought was important for the locality, which was very freeing."

Programme Lead

And after all – it's not really about reports in the end.

"We're on a journey; the report is at a point in time. I think in a year from now we'll see, you know, or maybe two years, the fruits of this sort of way of working and this way of thinking."

Local Place, Manager

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Questions to consider

What do you notice from the quotes about how this period felt? Was it a time of 'conscious incompetence', a period of both huge possibilities, and major risks?

From your perspective, did people really question the old ways of doing things?

Does this feel familiar: disagreement is usually held under the surface during a project but becomes more visible when the task of defining outcomes, conclusions, and savings reveals the extent of the cracks in the partnership?

Section 4

Was it worth it ?
Yes, it was

4

"*This is an idea whose time has come and that financial context that we're working in means that the time is now and it's the right time to be making this stuff happen.*"

"*The good ideas still have to be done regardless really and when the dust settles, an election's held, whatever we do we're going to keep coming back to this area.*"

As the interviews were taking place, the final outcome of the May 2010 general election was not known. Nonetheless new ways of working do appear to be emerging. Our interviewees are telling us that, through their work on Total Place, they have seen enough to inspire them to continue new ways of working together to change their places.

During the interviews, people spoke warmly of what they had learned during the Total Place process - both positive and more difficult experiences. We wanted to close the historical part of this report by letting our participants' voices sound out about this new way of working. They describe the inspiration they have gained from doing the work, some of their current thoughts about how a place-based way of working might require new forms of leadership and how they are now committed to moving this way of working forward in their local areas.

A new way of working together

Despite the sense of 'waiting', many places believe they can get started locally regardless of national decision-making.

Total Place gave permission...

"I don't think I can overstate, from where I sit, the significance of having a thing called Total Place to inject energy and purpose and permission into certain sorts of conversations. And the unfreezing of the old was done very much by that imperative of having this thing called Total Place which somehow everyone believed that we were all party to which gave permission to do things which otherwise would have been quite risky to do"

Local Place, Manager

"The 'quirky child' way of doing [Total Place] rather than the dry dusty academic policy work captured imagination and because it was the first way of it being a different way of doing it. It was brave - people had to put a lot of personal judgement into things and actually quite often in this country people don't always stand up and be counted and say no, we're doing it for this reason and that goes back to right people, right place, right time."

National Body

and momentum.

"You hear someone like Mark Farrar, [Chief Executive, NHS North West] who's the NHS lead for Total Place who's really clear that this is an idea whose time has come and that financial context that we're working in means that the time is now and it's the right time to be making this stuff happen. I agree with that so I think the question is how do we build on the momentum that's out there."

Civil Servant

"For me the proof now will be if that does lead to tangible things and that needs to happen very quickly in my view. The conversations have been much more positive and you can tangibly see that with national departments, government departments, changing their mindset. That's already freed up, locally, individual managers in Job Centre Plus, DWP, etc to be really around the table in a meaningful way rather than just there to make up the numbers."

Local Place, Senior Officer

It's possible to put cynicism aside to just get on with the work.

"Pre-election there's lots of cynicism about why are we doing this on the eve of an election? There is a degree of cynicism which people believe that there are Machiavellian motives behind this. There may well be but from a point of view of delivering better care and better value, it makes no difference.

The good ideas still have to be done regardless really and when the dust settles, an election's held, whatever we do we're going to keep coming back to this area aren't we?"

Local Place, Senior Officer

"Changes have been made but not to the degree that they can be made. So I think what sets Total Place out against other initiatives and programmes and improvement ideas is that it is talking about radical change. And so outcomes that could be delivered are not going to be delivered by 5 February or April or whenever else. You're talking about lives and therefore they could be years down the track".

Local Place, Manager

People can see this as a new way of working.

"I don't think it's changed my beliefs and principles about what we should do. I think that what it's changed is the possibility of making things happen. I can see how we can get genuine whole system engagement in bits of work now in a way that I probably used to believe that we should do, but couldn't necessarily see a way to achieve that."

Local Place, Senior Officer

"I think that this was possibly an ill conceived or hastily conceived project, possibly to give the current Government something to say on their manifesto about delivery and in fact it has turned into a hugely worthwhile exercise in my opinion."

Politician

"In the light of the UK public sector this will be a signpost, Total Place pilots will be a signpost for the different ways in which we're going to do things for the future, and I think time will prove that right."

Programme Lead

There's a sense of waiting in some places...

"Well at the moment it's just an offer so really nothing's been achieved, nothing's been signed up to, so we'll wait and see if that's physically and metaphorically signed up to by government. We've signed up to it on our side."

Local Place, Senior Officer

"There are huge amounts of uncertainty and Government has gone into budget mode and not sharing anything and there's been a silence. It could get killed stone dead next week for all we know, at Government level, or there could be another Total Place bit, there could be a lot of backing for it.

And also with the election coming up, who knows? So I'm optimistic that we can still make a difference locally but it does still need to be that two way process and we're not sure whether the commitment is still there from Government."

Local Place, Manager

but they feel ready to go...

"If we get the go-ahead from government on the concordat you bet your life we'll then roll-out a massive engagement programme which says this was just the start of a very different way of working."
Local Place, Senior Officer

"I think the other bit is the parent/child relationship that exists between government and local government where they say 'here's a bag of money, go and do something', so you're not just talking about how can we carry this on, how might we do something different. We've got to be grown up enough to say 'do you know the conclusions of this report? We don't need anybody's help, we need to stop blaming other people, we need to get a grip and do this for ourselves'."
Local Place, Senior Officer

"It's not long in the degrees of separation before in whatever topic you're talking about you tend to get to Total Place one way or another, be it improvement programmes within councils or from a finance perspective or customer insight. Many, many paths lead to Total Place so it's definitely, definitely got something to give."
Local Place, Manager

and are keen to work with Whitehall differently.

"Local Government's got a lot less defensive and a lot more confident and engaging and those are the sort of people that you want... There have been some amazingly poorly handled engagements between central and local government and we're getting out of those. Where the behaviour just feeds stereotypes on both sides, central Government people get more and more superior and detached and the local government people get more and more defensive and you end up nowhere. Well we seem to be melting that effectively and I think it's partly about confidence on the local government side. I think it's got its ears open, interested in thinking through a different way."
Senior Civil Servant

"I would stand on a national platform now and say Total Place has really started to shift some of the cultural relationships between all of us ... what this has done has gripped the imagination."
Local Place, Senior Officer

"I think one of the most valuable things to local government would be to convince them that most of this they can do without central government permission, which isn't a position they usually start from."
National Body

Learning about leadership of place

One of the core areas of learning during Total Place was about how leadership might need to shift to support a place-based way of working – both political leadership and officer leadership. Some of the confidence that people have gained from the process seems to come from trying out new forms of leadership collaboration and finding out that those actions do have a positive impact.

People are thinking about what it might take to move from leadership of isolated agencies to collective leadership.

"I think that there appears to be some new and exciting ways of thinking about leadership across the public sector which is a bit about people giving themselves the head space to think about these things and collaboratively work out what it is that they are trying to achieve together and then what are we going to do about it. Things like one of the pilot reports, very confident tone of kind of we're doing it now, we're getting on with it."
Civil Servant

"Magnanimous leadership is about saying that if you stood back and asked the question of yourselves "What benefit are we getting out of this Total Place pilot", at certain points quite frankly there would be absolutely nothing. So at that point you take your toys home and not play. The magnanimous leadership response is saying, do you know what, I'm going to give resource to that, I'm going to support it 110% despite the fact I know there is not a tangible financial reward to me, there's not a great organisational reward to me."
Local Place, Senior Officer

Some of it is about building much more personal relationships between local leaders.

"What I was hoping it was going to do ... was to gel an approach. Firstly to build personal relationships because one of the things that was a lesson out of the 2007 floods in here was that some of the very senior people didn't actually have a personal relationship with each other. I was so struck by a comment that the Chief Fire Officer said 'I didn't know the Chief Constable well enough to ring him at home at 3:00am, I didn't have his home number...' to say 'Upton is going to go under water'. You know, all the official stuff is in place but actually on a personal level you need to say: 'we need your help here' and so it was about building those personal relationships."
National Body

"Some of it was also people being relatively sophisticated in their understanding about what partnerships need in terms of leadership behaviour and co-leadership, rather than there being leadership coming from a single place. I've always talked about partnerships as leadership systems; where leadership is coming from many places and there is an orchestration job which means that somebody needs to be connecting up the leadership of all the different leaders so that the whole is greater than the sum of the parts."
Programme Lead

Some of it is about just rolling up your sleeves and getting grubby.

"Quite often when you're doing work like this, sometimes the senior people don't think they need to come to the creative bits. They think they can just receive the output. So it was really exciting that they not only committed the time but came and clearly found great personal value in it, and they contributed really well on the day. They were all really good at rolling their sleeves up and just getting along with everybody else."
Programme Lead

"And I think certainly some of the Whitehall people who I think got a bit dirty in it, they've contributed really well and they've also generated insights for themselves as to what life is really like on the ground down there in the locality."
Programme Lead

"There are some iconic stories that people tell about very senior people going and sitting on the floor eating pie, with deprived families and just listening to their stories."
National Body

"It is easy to become quite arrogant about it because you think you know, and it was quite sobering that in the same way we look to Whitehall and say they're disconnected. As a Chief Exec doing a lot of the strategic stuff you can become quite disconnected from your own community and your own community experiences. So it's about getting some of those customer messages into our own organisations locally. So when we're talking about leading a place we're leading a place with people in it and we're aware of our impact and effect, not just the performance target stuff."
Local Place, Senior Officer

As long as you can agree that it's actually everyone's problem...

"One of the things we said all along is that a lot of these Total Places have been local authority led with partners... so what will happen is you'll go and you'll set it all up, and Health will say 'we'll help you with your problem', and DWP will say, 'I'll help you with your problem', and what we want to say to everybody in the room is, 'it's not our problem. It isn't a local authority problem. It's our problem, so you're not helping me. We together need to solve it'."
Local Place, Manager

you can even sort the money out!

"So this was the Damascene moment when he said you can have some of my money at which point I thought somebody would cry, I nearly cried; it was such an amazing move away from the old position. Long pause, somebody else said 'If you're going to do that then in fact I could probably do this and I've got this money in my something budget that perhaps we could move over to there and we could take the girls that use that or whatever' so people were starting to leave their positions and that was just like a bolt from the blue and it was marvellous because to me that made Total Place worthwhile. The sub-title of Total Place is 'working together' or it was here anyway, and at the eleventh hour that's what appeared to me to be happening and I thought well if that has happened, that has been worth every moment, every penny, every bit of sweat that's happened."
Politician

Small triumphs are memorable
Reports aside, what people remember are those small triumphs

Whether it's small practical things...

"We were doing this property work and at the very, very first meeting in a discussion one of the guys from the police said just as an example we've got 40,000 feet of space, this is really wasted, we're trying to use it. And the guy from OCT said, blow me down, we need 40,000 square feet of space and they rushed off in a corner and started bargaining. So little magical things happen like that along the way"
Local Place, Manager

"It's just like young people said when they ring the benefits agency it could cost them a fortune (when using their own phones). They're hanging on the phone, they're kept waiting, all of this. Well they've turned it into a free phone number. Just little things like that are starting to shift and change. Some things are more… will be quicker than others like the local things we can change but you do feel we've got that way in as well, with the DWP to actually say we want a transitional benefit; we want it through one person. We want to have things more integrated."
Local Place, Senior Officer

"They've also helped us start to put together the beginning of work about a co-ordinated public sector approach. So for example, we've signed up to a statement of principles called Terms of Engagement about how we're each going to manage our individual budget process. So things like - we will talk to partners before decisions are taken so that we're clear about what the impact will be. We'll share information, we'll co-ordinate our budget processes so we can line all the time lines up so everybody knows what happens when."
Local Place, Senior Officer

"We're actually making huge progress with DWP about transitional benefits. Transitional benefits didn't exist before Total Place. So from an evidential point-of-view if one of the outcomes is that we achieve some transitional benefits that will help people, whether they're leaving care, leaving prison, leaving hospital or whatever, if we've got a transitional arrangement that's controlled at the point of service delivery, those are very serious and very considerable outcomes to have achieved."
Programme Lead

or quite significant bureaucratic shifts.

"The PCT very significantly, shifting its willingness to look at Children's Services. So going from a discussion where we'd spent about 18 months talking about it, really nothing happening. We've now, just in the last couple of months, gone through both the executive bodies of the PCT and the council, a decision which puts about 40% of the children's budget straight into the Joint Commissioning Budget, single pot and the agreement about the structure that will support that and all the rest of it, so a big, big shift, big shift."
Local Place, Senior Officer

"One of the quotations that have meant the most to me was from the director of strategic commissioning at the PCT who said to me she was in some sort of commissioning meeting with the PCT and halfway through the meeting she suddenly thought, we can't do this if we haven't got our local authority colleagues around the table. And it was a meeting about PCT commissioning, it wasn't actually anything about anyone wider, but she'd realised that if you continue do to things in your own silos, funnily enough it's not going to be very joined up."
Programme Lead

A new vigour for the public service ethos and for individuals too

As part of the process of Total Place, many people have found themselves reconnecting with the idea of public service and that in itself has made the whole process worthwhile. Those positively engaged are continuing and are passionate about this important work. People remembered why they chose to serve the public.

Taking a fresh look reminds people why they do this in the first place.

"I think for me seeing people who've been leading these services for a very long time looking at them very differently and stepping back, and listening far more to the customer experience and having the space to rethink that because of that learning, has been an absolutely amazing experience … their enthusiasm for it to work has been phenomenal."

Local Place, Manager

"After working for 30 years it's been a real boost to be doing something from such a different angle. So, there have been nights when I've been thinking what an earth am I doing and why am I doing this? When you look at that in the context of everything else it has been a great boost. Simply because I was so used to doing what I do and I can do it with my eyes closed almost. So these were tasks and organising things that I would never have done and discussed things with people I would never have talked to otherwise."

Local Place, Senior Officer

It is difficult work…

"So from a personal, psychological and from an organisational systems view, the unknowability which Total Place confronts people with is disturbing."

Programme Lead

but in the end it's about making a difference and having meaning.

"Well it's just confirmed for me that this is the right thing to do. I love it because this is the kind of work I like. It brings different agendas together in a way that's very coherent. It makes sense, it's not entirely coherent yet but it's getting there. I've worked in public services all my life. I love working in local government and it's always about at the end of the day and the end of each year you stop and ask yourself well did I make any difference to the people who live here and this is one of the things that helps me answer yes I did."

Local Place, Senior Officer

"And you could hear pennies dropping and you just think it's worth it for that, for that alone. If that's all that this project's achieved then that's got to be worth doing, hasn't it. So it was good and it felt like work that was worth doing, we felt as if ... well I certainly did ... I didn't get up thinking 'oh God, I've got to go through that', I actually got up thinking 'yes, I have a good task to do today, I have something meaningful to do'."

Programme Lead

Suddenly it becomes a priority.

"One of the other chief executives said to me 'I suddenly realised how important Total Place was when I realised that when I had a conflict of meetings I'd choose to go to the Total Place meeting'. Total Place is just as a marker for efforts to really engage borough wide became more important than running my own organisation."

Programme Lead

"It's got a star dust hasn't it, it's got some kind of star dust quality that means if you invite people ... and the same happened in our place on a good day, if you invite people to meetings with a Total Place label, they come."

Programme Lead

The cynics and the fans may need to get together.

"I'm sure there's certainly a lot more cynics out there than there are those that have been converted to this way of working."

National Body

"Also an issue with Total Place has been, in part the slightly ironic result of it being such a change... having such a paraphernalia of change programmes around it, you know, Facilitators and Programme Managers and Communications, Press this and Press that, and it's marched an awful lot of people up the hill and raised an awful lot of expectations."

Senior Civil Servant

"It's almost like an inverted pyramid; we've got a few people trying to drive what is a huge process. I suppose what we were always trying to do, is how we turned it around so that you got more people connected and making a contribution. It's so huge, that a handful of converts is never going to drive a city of this size into a Total Place thinking mindset.

"I think we're going to need to use those converts, those people that believe in the approach and I think we need to do more of what we've started. I think we need to do more working together, more collaboration between the centre and local areas. I think we need to widen that out across other policy areas. I think we need to build this way of working as a part of the way we design services, the way we deliver services and less of 'them and us'. Also less of a local Government and the people they deliver services to."

National Body

It's hard but rewarding at the same time.

"It's incredible what it does for your confidence to realise that you really have made a serious contribution to something significant, and people have clearly listened."

Local Place, Senior Officer

"Nothing I've ever worked on has made me feel so stupid or so clever, because there are days when you come in and you do stuff and it really works and you think, my god I'm going to change the world here, this is totally different to anything I've ever done."

Local Place, Manager

"Oh I could do it every day of the week; I just find it fascinating because it's inspiring isn't it, looking at how you change things. I find that the concept of Total Place is a really liberating one in terms of freeing you up to think about things in a different way."
Local Place, Manager

Interviewees seem to be saying that they have experienced revival, invigoration, frustration, bemusement, fear, connection and empowerment for themselves and for the citizens they serve. They have learned a lot; practical and innovative ways of working, more about partners and colleagues from other parts of the system, insights into themselves and their customers, and how they can save money. And they believe they have more to learn together.

?

Questions to consider

Based on what you have read, how do you think that local government and local agencies could work better together with the public, supported by national government and others to design and implement of services for the public?

The participation of citizens in designing, implementing and ownership of public services changes the nature of the skills and behaviours public servants. How are you and your colleagues, officers and politicians, equipped and prepared for this?

Afterword

"... Let's get into a conversation of 'how are we going to do this together?' ... by focusing on an outcome [we] both collectively want to achieve, that we get into a different way of thinking."

"It feels like you need the pressure of some sort of special thing like a pilot, to get the synaptic jumps to start jumping."

The experience of Total Place has surfaced or re-surfaced issues of national politics, governance, public funding, and the balance of power. Many of these challenges were known or suspected already but this programme has highlighted them in an incontrovertible way. As the first phase of Total Place has drawn to a close, those challenges have come to the fore and mixed teams of pilot place and Whitehall departmental colleagues are working hard to find ways of addressing them.

Any new way of collaborating across large systems holds its challenges and Total Place is no exception. During the interviews, participants mused on some of the questions that have struck them during the work and thought about how they would face up to and work with those challenges locally and nationally. This section allows space for those thoughts and invites you to think for yourself about those challenges in your local place. Here, people consider how a change of Government might impact thinking about area-based working; how funding and governance processes might need to change to support such a change; and how this evolutionary way of working might be scaled up across the public sector without losing its unique feel. Finally, there is a call for collaboration - to move forward what we have learned together.

New government

As we talked to them in the run-up to the May 2010 election, pilot interviewees expressed different views about what effect a new government might have on the future of a 'Total Place way of working'.

There's lots of change nationally but it's cross party….

"It's clearly got not only a lot of resonance across political boundaries at local level, it also has at national level so the Conservatives have been publicly indicating it's in their sights and the way they think about these things. I think the scale of the challenge that local areas will face is the fiscal policy that drives them towards reducing the deficit, there'll be a genuine necessity out there, so there'll be plenty of incentives."

Senior Civil Servant

"It happened on a number of occasions [that] shadow ministers publicly indicated that they were supporting this agenda, rather than using it as a political football. We could have got into a difficult and contested political space on this and the fact that we haven't thus far and each day that goes by without us doing it, I just count as a blessing really. If we make it another couple of weeks we've got away with it, but I think the fact that we've been able to say 'and this has support from all major parties at national level' has been key in people doing it."

National Body

The churn of people may still affect the next steps…

"I'm not optimistic, I talked to an ex-minister the other day about whether he thought there was any chance of actually getting this kind of stuff talked about openly, nationally and he was very...depressing about it."

Programme Lead

"The key to this is continuity. If we have churn, both with civil servants, ministers and local government, then this is going to go badly wrong and given that we've got an election ahead of us, with all the change that that implies, I think there are some serious risks here.

"Now I know Cameron and the Lib Dems have said that they think this is a good thing to do but my experience in this locality is that the reason we've been successful for instance on the integrated access model is continuity.

"So, the uncertainty at the moment which we need to keep our eye on is continuity and if there is a change of government, how we re-establish relationships"

Local Place, Senior Officer

but perhaps a 'Total Place way of working' is an idea that can transcend ideology.

"Despite the fact that this was a Labour Government sponsored initiative the work was being done by people on the ground from different places and was very much seen as their work rather than Governments work. For example I think that the member champion in the LGA was a Conservative politician talking to a Labour Minister."

National Body

Governance

Total Place has huge implications for local governance arrangements and for the governance relationship between Whitehall and places. People in Whitehall and places are working together on how those arrangements might change but there is still a lot of thinking to do.

Some places instigated new arrangements to manage Total Place.

"One of the things that we've not directly been involved with but that has been quoted in the report as being a good thing out of Total Place, was the public services board that was created as part of the governance framework of Total Place, but that will remain in place going forward."

Local Place, Manager

"If we work collaboratively and then separate in order to make decisions and then come back again further down the road, how long is that going to take us? So somehow we've got to have some mechanism to circumvent some of that, to put some pace into this because of the timescales."

Local Place, Senior Officer

So what can you do?

"You don't need to do major moves of money around and between Whitehall and local government. If you simply put a local leadership role on the top of a whole set of existing arrangements and relationships, you will get results"

Senior Civil Servant

"It just struck me that there are all these bodies, all full of worthy people, all funded by the taxpayer, somehow not quite getting it together for the citizen, because of the way all the interactions work. And, as I said, a good way of driving best value is to put local leadership on top of all of that and knock some heads together and try to sort out these things. It's not really going to happen at any other level."

Senior Civil Servant

"I think the resolution of this is going to be political. The spread of Total Place thinking will pose again the question about local political leadership and accountability. There is in fact a big shift in the centre of gravity away from the centre but also away from the traditional power bases of councils. Devolution in Scotland and Wales, and moves toward sub-regions and elected mayors in England are all part of this unsung change."

Senior Civil Servant

Working across places rather than within authorities makes new demands on elected members.

"There are a group of members who have executive responsibility and the nature of their work in the council gives them a broad view. They readily come to understand these sorts of issues. But there are members further away from those positions who've got more locally based responsibilities, some of whom can feel quite alienated away from all of this and some of whom want to have a piece of defensible space, something that they can call their own, that they have done for their communities and in the Council. They're very proud of the Council. You get a lot of conversations about 'brand.' Councils want to be able to take pride in something that's theirs and pride in a partnership is a bit diluted for them."

Senior Civil Servant

"There are some places that have deliberately chosen not to involve their members in the early stages because they didn't feel they're capable, so there is a bigger discussion about members' experience of this type of work, the support available in terms of development for politicians, and their and officer's understanding of the role of leading a place."

Senior Civil Servant

"The major stumbling block I think has been that it's always been perceived as an officer led activity and there was very, very patchy engagement from elected members right up to probably just before Christmas, so we'd gone half way through the project virtually with very little engagement. It was only when we got to Gateshead, that we began to see more elected members."

National Body

"It has always slightly worried me that there hasn't been enough engagement with either elected members and the non-exec members of PCTs to bring them along, because at the end of the day the paper's going to go to them to basically transfer this money over to make savings."

Local Place, Senior Officer

A new way of negotiating with national Government seems vital...

"If you put a health professional together with an education or LAA professional, they'll talk, it seems to take only a couple of minutes before you're talking about the regulations that stop them doing the things that are common sense that they want to do. Concordats, discussions with central government give you a vehicle to suddenly start discussing those. Not demanding but trying to find a way that gets at what the guidelines were asking for, but maybe in a different way."

Local Place, Manager

"Sooner or later you reach the limits of managerial administrative stuff and you're into what's going to connect democratic accountability to these new structures and are the existing structures of local government processes sufficient? Are they strong enough to actually carry the weight of what we're talking about here, to give real people an influence over them?"

Senior Civil Servant

"There is that side which is about the citizen, the customer and anybody with a brain could know that there's a better way of doing things. On the other side of that equation is local government being shafted by central government in relation to this is an opportunity to reduce the expenditure lines in an arbitrary way. I think there is a political side to this equation which we shouldn't forget that some will say 'well what we're doing here is pandering to the cuts agenda which could go badly wrong if we don't make this intelligent, if this is not an intelligent process'."

Local Place, Senior Officer

"My view is that whilst it's absolutely right for local authorities and the public sector in places to be ambitious, it needs to be tempered with a dose of political reality. Because there is no way many Departments are going to cede things to local places. And the more you talk to civil servants about accountability and governance, the big financial accountability issue stands out. So I just think it's naïve for someone in a place to say, you just give a mega-billion budget and we'll spend it, do it for you in a different way."

Local Place, Senior Officer

"I think there's a real issue about governance, how does Total Place relate to the democratic process and unless that's sorted out, then I think we're on a hiding to nothing."

Local Place, Manager

but no-one is quite sure yet how to do it.

"I've had the bizarre experience, and I don't want to tell the story in an unkind way. People came from local government to see me [in Whitehall] to ask me why we don't do more to enforce localism."

Senior Civil Servant

Shifts to public funding

Developing the most effective service and saving money are not mutually exclusive. In some cases not investing can cost the State more as people become a burden and cycles of cost continue through generations. During the pilots a number of difficult challenges arose. There is a need for a mechanism to decide who gets the efficiency savings identified by local places to encourage agencies to be willing to 'invest to save' when the return is not to their organisation.

The cost of failure is undeniable and many believe you can do better for the public at less cost...

"The interesting bit again with the financing is actually the scale of the cost of failure. [Total Place] is a way of ensuring my community costs less because we're meeting the needs of that community more efficiently and they're not using resources. That's how you will make savings, not by cutting services.

"We don't need to ask for additional money, we just want to spend it differently, that's all we're asking for. Some people will argue that money should be ploughed in there, and they think I'm heretic because I'm saying 'actually I can help you spend less money', and I'm saying 'I don't want to spend less money, I want to have better outcomes and as a result you won't have to spend so much money'. There is a difference."

Local Place, Manager

but that may result in decisions that the public will not like.

"We have a much bigger challenge I think around how we take our communities and our public along with us. If you were a law abiding, taxpaying, hard working family with your name on the council house list, how should you react when you learn that the flat that you had in mind and should have got, has been handed to somebody who's a little toe rag but has got 300 crimes to his name. What we need to be able to do is say 'if we didn't give this flat to this young lad, he would be burgling and stealing your car'."

Politician

There are major questions about where efficiency savings will go...

"The struggle that all Total Place pilots are going to have is.... around who benefits from the savings or the efficiencies. How you divvy those savings up or how you agree what investment is put in from each of the various parties. It's all those things and there's no final arbiter of that, there's no rule, there's no framework put in place for that which says 'you will do it this way'."

Local Place, Senior Officer

and about those situations where one local agency invests so the other can save.

"'Hang on a minute, if I'm putting money in my budget but the benefit's going to somebody else's budget, why should I do it?'
Now that's got to be Treasury, it's got to be Cabinet led and it's got to be pushed across. The trouble is, I'm not sure how much engagement has actually gone ahead with the view that you break down the way that the senior civil servants are responsible for the spend in each of the departments because unless you remove that, you're going nowhere."

Politician

"There is still a bit of a legacy that some of the other partners could see the attraction of investing in more prevention but when it came to savings, most of the savings seemed to be in health and that did create a bit of a nervousness because they're accountable for a different set of budgets."

Local Place, Senior Officer

People are offering ideas…

single place budgets…

"Challenge No. 2 is that in order for the objective to work, local government has to spend a bit more in order to help the health service save a shed load. The context is one in which the local authority's currently under-spending on adult social care, so how you manage that shift in the current financial circumstances is really challenging, you do need something like a single place budget."

Programme Lead

some way of directing resources…

"We could all be putting in a lot of effort to save somebody else some money that they spend on something that we don't think is at all appropriate. That's why in the Total Place submission we requested a power to direct resources so that you can say to other public bodies, you're not going to spend it like that, you're going to spend it like this. Because I think there will need to be an element of compulsion in this kind of approach. But the politics is the trick in this, at the moment."

Local Place, Senior Officer

or Treasury as broker.

"If that was the original intention and we fast forward to now we're still at a place where the offer is on the table for central government to work very differently across its spending departments with Treasury to then broker a new deal with us and the localities. That tests Total Place."

Local Place, Senior Officer

Scaling up a Total Place approach

There has been considerable debate since the end of the first phase about how you might scale up a Total Place approach. Is mainstreaming the principles of whole area working possible or even desirable? The normal process of 'roll out' was challenged by these interviewees and they were keen to emphasise the fact that variability between places matters once you move out of the pilot stage. They were particularly concerned about the places that have not yet met the conditions of leadership, relationship and willingness.

The idea of scaling up often brings traditional programme management approaches to the fore

"I didn't understand the huge desire to do this but if there is one overwhelming barrier to this as a concept, it's the fact that everybody wants to tidy it up and scale it up and write it up and measure it and it's going to be incredibly difficult. It's like trying to say 'evaluate Twitter', 'you are required to evaluate Twitter around outcomes for people'."

Senior Civil Servant

but those approaches often stifle the very creativity that Total Place has tried to engender.

"I think the really interesting question is how we sustain it over time? It feels like you need the pressure of some sort of special thing like a pilot, to get the synaptic jumps to start jumping. When it's over, I don't know how you stop it just being passed back into project management delivery systems which will break up the synaptic jump, so that they stop happening again. Where the learning is for me, is how do you create opportunities for new ideas to spark constantly, while enabling those new ideas to still have strong pathways to be implemented?"

Programme Lead

"How can we take some of the principles that lead to change but apply that on mass to the whole sector without it becoming bureaucratic and slow and dull and you know, all the sort of energy goes out of it?"

National Body

Not all places are ready to do this sort of work.

"I don't believe that every place in the country has the leadership qualities and the strategic capability to be able to do this properly. So I would be asking questions as we go forward - a bit like foundation trust status. I thnk we could honestly claim this, you guys have shown through your work on Total Place to date that you have won your spurs, so we're going to give you more freedoms and we're going to let you play with your own train set to greater extent and self-monitor, and, if this turns out well after a year or so, we'll give you yet more freedoms, and so on."

Programme Lead

"One final thing, local government itself needs to accept that you're only going to get a certain number of places trusted to do this and if that can be seen as another wake up call for local authorities to improve their performance then that's fine by me."

Local Place, Senior Officer

Working together on the challenges

Total Place work has been a great opportunity for showing where we can take action and highlighted the big questions where we can continue to develop and explore. Now there needs to be an impetus from both places and from Whitehall to get together in a constructive way to address those significant challenges.

It's time to get into the conversation about 'how do we do this, together'.

"The mindset shift is, we've described it at various times as saying at one end of a continuum there's 'if only they'd leave us alone, we'd be fine' and the other end of the continuum is 'but they don't let us do anything', and actually say let's get off that because that's just a broke or an unhelpful way of viewing the world... Let's get into a conversation of 'how are we going to do this together?' ... by focusing on an outcome [we] both collectively want to achieve, that we get into a different way of thinking about rather than 'You're not delivering properly what we told you to', 'well we never could because you told us something that couldn't work', that's a sterile conversation but nonetheless one that's lasted a very long time."

National Body

"How do we continue the relationship between the centre and the local areas and actually starting to model some of that and sort of continuing that leap of faith and just to say 'okay, well let's model some of it, you know, let's take away the performance management that you're saying is such a barrier, let's bring together some funding streams and actually see what happens. You know, I'm sure the sky won't fall in and if we do that together, you know, we can actually advance some of that to the next stage.'"

National Body

"Perhaps local areas should be more forceful and knock on the door more to central Government, I think they probably should but it's just not done like that, whereas actually you just suddenly had that opportunity. Central Government wanting to have that dialogue and us wanting to have that dialogue and with the momentum and the publicity of Total Place behind you we were able to do that. One good learning point for us is that you just go and ask and you have those conversations."

Local Place, Manager

Challenges to consider

How do the insights gained from Total Place lead to new action and forms of delivery and infrastructure?

At a local level, what political leadership is required for a place-based way of working?
Is there a need for a parallel process for national politicians? What might this look like and how might you support new practices?

How would you ensure that savings and investments work equitably for places and agencies?

And, last but not least, based on what you have read, how will you support local government and local agencies to work together with the public and supported by national government and businesses to make significant changes to the current system?

Glossary

CIPFA – Chartered Institute of Public Finance and Accountancy

CLG – Dept of Communities & Local Government

COFOG – Classification of the Functions of Government

CoP – Community of Practice

DCSF – Deptartment for Children, Schools & Families (now Department for Education)

DG – Director General

DH – Department of Health

DWP – Department for Work & Pensions

GO – Government Office

HLOG – High Level Officials' Group

HMT – Her Majesty's Treasury

IDeA – Improvement & Development Agency

LAA – Local Area Agreement

LGA – Local Government Association

LPSA – Local Public Service Agreement

LSP – Local Strategic Partnership

OEP – Operational Efficiency Programme

PBR – Pre-Budget Report

PCT – Primary Care Trust

RIEP – Regional Improvement & Efficiency Partnership

People

These people are mentioned several times in the document and the organisations and positions relate to their roles during 2009/2010.

John Atkinson, Managing Director, Leadership Centre for Local Government

Helen Bailey, Director, Public Services, Her Majesty's Treasury

Lord Bichard, Chair of the high level officials group, Director of the Institute for Government and Chair of the Design Council

Irene Lucas, Director General, Communities and Local Government

Appendix A:
The pre-history of Total Place

Before the concept of Total Place was launched there were moves towards more coherent joined up working. The introduction of Local Area Agreements and the pooling of funds in the Area Based Grant put the emphasis on partnership working.

This and a focus on leadership, and particularly leadership of places rather than organisations support the space and need for working, thinking and leading differently. The Leadership Centre for Local Government has developed over the four years and it had two critical elements: a strong set of relationships around local government and some individuals in Whitehall, and an understanding of place and public service operations from systemic view point. These informed conversation between the Leadership Centre and the Department of Communities and Local Government at the end of 2008 and beginning of 2009 and resulted in a paper called Responding to the Downturn: Local leadership of place and efficiency which was the embryo of Total Place.

The 2009 Budget included mention of the programme and the Total Place approach was outlined in the Operational Efficiency report by Lord Michael Bichard in April 2009.

Local Area Agreements (LAAs)

Local area Agreements (LAAs) were launched in 2006 and constituted a new contract between central and local government to deliver the priorities of local people. The aim was to encourage the delivery of shared goals through strong local leadership with effective support from Whitehall. It aimed to minimise bureaucracy and maximise delivery thereby achieving greater efficiencies allowing local authorities and their partners to work in a joined up way to meet the challenges in the locality such as crime and anti social behaviour, public health and the economic and social well being of communities.

The LAA brought together local ambition, knowledge and understanding to achieve local priorities. It signified a major change in the way that central and local government worked together and helped to provide a new way of ensuring better outcomes for citizens as well as improved public services.

Area Based Grant

In 2008 Central Government reduced the number of ring fenced budgets and 'pooled' a number of revenue streams into the Area Based Grant. This was designed to improve flexibility and to help deliver the LAA outcomes implying that resources should be moved to meet priorities. The aim was to increase local authority's flexibility over the use of their mainstream budgets and to improve stability by allocating budgets on a three year basis.

Responding to the downturn: Local leadership of place and efficiency

This document described an outline of a development project, which was then named Total Place. The document described a high level systemic approach to programme as well as the compelling financial and public case for change and is summarised below.

Issue

1. Proposal to outline a development project to identify the next wave of efficiencies, aligned to improvement in outcomes and the development of the local leadership skills necessary to deliver these.

   The work is intended to guide future Government efficiency work and the sector support programme necessary to deliver this.

Timing

2. Urgent.

Recommendations

3. That you agree that we use the nine Regional Improvement and Efficiency Partnerships, working with the LGA family to undertake nine area based leadership of place & efficiency exercises, which examine:

   - Total public spending across a defined area
   - Efficiency opportunities for a particular priority within that area
   - The leadership necessary to deliver improved outcomes and efficiencies
   - Barriers at local and national level to achieving this.

Appendix B:
Learning histories

What is a learning history?

- The learning history approach captures stories that people tell about a change effort and reflects them back to the organisation to help it to learn
- Presents the experiences of participants in a way that generalises the learning for the organisation as a whole and helps people to move forward effectively
- Includes reports of actions and results and underlying assumptions and reasoning
- Includes perspectives of a variety of people including those who did not support the effort
- Tells the story in the participants' own words
- Can be critical part of the organisational infrastructure to support learning
- Is a tried and tested approach to building learning organisations

There are three imperatives

- **Loyalty to the audience** – giving what's needed to move forward
- **Loyalty to the story** – the mythic moments
- **Loyalty to the data** – rigor and integrity

It also challenges organisations to:

- See how its engrained patterns of behaviour limit effectiveness?
- Be more robust when challenging its own strategic direction?
- Raise awareness and review the detail of what's working and what's not?

Learning reviews are an intensive learning process designed to provide feedback loops between intended and actual results. The Learning review:

- Accelerates leadership, team and organisational self-awareness
- Drives effective strategic learning
- Have the data upon which it is possible to correct operational inefficiencies fast.

To sustain excellence in an environment of continual and disruptive change, the ability to learn and adjust your path as you go is essential. Yet many such learning efforts focus exclusively on the task and technical dimensions of the inquiry for any learning to become truly embedded.

Learning reviews help you to see yourself, your relationships, your work and the outside world as inter-connected all the way round, each level affecting and being affected by the other. It can help ensure you balance each dimension as you learn the lessons of what is working and why for your organisation.

Learning histories are multi-voice, multi-perspective inquiries into how critical events and outcomes unfolded over time. The learning history approach fosters learning across an organisation at operational, strategic and cultural levels.

For more information go to **www.harthill.co.uk**

Thanks and acknowledgements

HARTHILL

Leadership Centre for local government

⊕ Hackney

Governance & Resources Scrutiny Commission	Item No
8th September 2014	**6**
Public Spend Review – Expert Briefing	

OUTLINE

Governance and Resources Scrutiny Commission will be embarking on a review to map total public spend in the Borough covering statutory public sector providers, voluntary sector and private sector. The Commission is interested in finding out if the pilots identified a particular methodology for mapping the total spend or an approach to conducting this work that worked well.

The Commission has invited Experts who were involved in 'Total Place' to provide a briefing and information about the lessons learnt from the pilots.

Experts:

Sue Goss
Sue specialises in leadership, governance and strategy development at all levels of government.

'I have been working with scores of local authorities, health and well-being boards, health organisations, social enterprises and government departments for more than 20 years.
Much of my work involves providing strategic support and coaching to local authority senior management teams, including politicians and chief executives. In so doing I help to develop innovative ways to protect outcomes while making savings, explore how best to unlock local capacity, and support community leaders in their creative thinking.
Recently I have provided support to systems-leadership, including Total Place, Community Budgets, partnerships and experiments in health and social care integration. I'm currently working with the LGA as an 'enabler' in their ambitious systems-leadership project.'

John Atkinson
John Atkinson is designer and programme director for the system leadership - local vision programme. He has instigated and launched 25 projects in places all over England that help local services, together with local people, co-design approaches that will make their places better. These range from tackling issues around sedentary behaviour or obesity, getting people eating better and more local food, social and physical deprivation and exclusion, mental

health and integration of care. He is personally leading the work in Bristol and Suffolk and was instrumental in the early stages of the work in Coventry.

John is one of the leading practitioners in local government leadership development in England. He has designed and led a wide range of leadership interventions at national and local level. Most notable of these were Total Place and the Leeds Castle Leadership Programme for Elected Mayors/Leaders and Chief Executives. For Total Place, the methodology devised built on previous work with Cumbria, Suffolk and Norfolk County Councils. This work was seen as internationally ground breaking and has been copied in 29 countries around the world. For Leeds Castle the process was based on a design team approach where differing experiences of a core facilitation team, international faculty and the participants were brought together to create a unique and world- leading programme. John is part of the consortium that has designed 'Leadership for Change', a new top level programme centred on places and working across the health, local government and voluntary sectors. He delivers the modules on working with living systems. Current clients include the cities of Vienna, Bristol, Coventry and Plymouth. As well as the projects mentioned above, he has personally designed and led work with Shropshire, Leeds, Bolton, Wigan, Middlesbrough, The Wear Valley, Cambridgeshire, Central Bedfordshire, Islington, Crawley and Chelmsford Councils to help them improve their effectiveness using a range of leadership development techniques. He has supported strategic partnerships and public service boards in Lambeth, Surrey, Cambridgeshire, Ealing, Durham, North Tyneside, Herefordshire, Cornwall, Somerset, Dorset, Essex, West Sussex and Hampshire. In all of these he has worked directly with chief executives and elected mayors or council leaders. In addition he was responsible for the delivery of such work in around 150 councils in England, oversaw the creation of 'next generation' Chief Executive programmes for local government and the NHS and has acted as an adviser to Welsh and Scottish local government.

He has been involved in the development of political leadership. At the Leadership Centre for Local Government he sponsored ground breaking work in developing leadership within party political settings and still contributes as faculty to this programme. He was also involved in work to establish better links between Conservative local government leaders and the then shadow cabinet. This has given him a unique insight into the unfolding policy of the coalition government.

John's background has been in leadership development as a means of driving organisational change for over two decades. His experience across the public sector also includes working with Police Forces to improve responsiveness to emergency calls and with CCGs, acute, primary and mental health trusts in the NHS. He also has an extensive experience of leadership development in the private sector. As chief executive of the business he founded he designed and led work with a number of blue chip companies including Asda, IBM, British Gas, NPower, Cummins Engine, RBS, HBOS and Johnson & Johnson Medical. His current commercial clients include Alibaba (currently undergoing a multi-billion dollar IPO) where he is designing with them the necessary

social architecture to work with one of the world's largest and most fascinating 'Big data' projects. He is also engaged with Mercedes design teams for their new compact car. John has worked with a number of the world's leading thinkers on 'whole system' leadership including Margaret Wheatley, Peter Block, Myron Rogers, Adam Kahane and Dick Axelrod. His appointments have included Managing Director of the Leadership Centre for Local Government, Director in KPMG's local government practice and officer commanding the Royal Artillery leadership wing. He was a commissioner on the Warwick Commission on elected mayors, has spoken on leadership at the Harvard Kennedy School of Government and is a regular contributor on the topic in the sector press and on national platforms.

ACTION

The Commission is asked to note the presentation.

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Total Place: a practitioner's guide to
doing things differently

Contents

2

Introduction
The Total Place journey – or there and back again
(with apologies to JRR Tolkien)

David Bolger

The Hobbit may not be an obvious starting point for a compendium of ideas about Total Place. But the quest as a storytelling model retains extraordinary power even here in the sceptical world of the 21st century.

In this document, we have gathered the wisdom of a number of people who have been involved in the Total Place adventure. Their wisdom ranges widely across theories and models of change, embracing practical ideas on processes and things to do, and also touching on the inevitable human dimensions of change.

In some cases these experiences of the Total Place quest are recounted by the pilots' programme managers and leads. Others are insights from Leadership Centre advisers who have worked closely with places.

The thirteen Total Place pilots have each undertaken a unique journey over the past nine months or so. It is abundantly clear that there is no single set of rules to follow and that there is more work to be undertaken – the story is far from over.

Nevertheless, at this point, it seems right to try to gather the experience of the Total Place pioneers to date; to understand what they have found useful, inspiring and rewarding in the journeys they have made; and to offer to those who are embarking on their own quest some modest thoughts on ways of thinking and behaving which may be of help.

3

The compendium is divided into three main areas:

1 THEORIES AND MODELS

THEORIES AND MODELS here we briefly summarise, and reference, some of the models of change etc which Total Place practitioners have drawn on; the models are generally well known, researched and documented

2 PRACTICE

PRACTICE here we capture some very practical ideas which have been used in the various Total Place quests. As with the theories and models, no prescriptions are on offer. Simply a description of approaches which have been used to move the Total Place idea forward

3 HUMAN IMPLICATIONS

HUMAN IMPLICATIONS here we capture ideas about social interactions which have proved insightful for Total Place practitioners.

The compendium is exactly that:

a collection of ideas and approaches which may be of value to those setting out on a Total Place journey. There is no guiding narrative to the pieces here, although there are evident overlaps and echoes between the 'chunks' and between individual pieces. The separate pieces are designed to stand alone and can be dipped into according to taste. Each piece has an identified author, with contact details; and where appropriate, references are provided for theories and models quoted.

It goes without saying, almost, that the various authors of this document offer no warranties about the efficacy of their ideas. They offer them humbly, in a spirit of co-operation and shared learning, to those who may follow them on the Total Place quest. You must make of them what you will-and we hope that in time you will be moved to share your own experiences with the growing Total Place community.

The views expressed in this publication are those of the author and do not necessarily reflect the views or opinions of the Leadership Centre for Local Government or its staff.

Guide to the guide

We have broken down our contributors' pieces into seven sections, to help you find the most relevant pieces for you at any given time. Those sections are:

1 **Understanding systemic change** Getting your mind around the 'founding' theories of the initial Total Place approach – the ideas that started things out and shaped the first phase.

2 **Starting out** Getting set up, recognising the need for 'learning cycles' as a scaffolding for Total Place work, and using those cycles to maximise the impact of a piece of Total Place work.

3 **Connecting the system to itself** Linking up people across your system to generate new ideas and agreements – the power of multi-party conversations.

4 **Being human** Recognising the emotional impacts of change on people and the effects of social dynamics on groups and organisations.

5 **Using power differently** Neither ignoring nor being overwhelmed by the power hierarchies we work in.

6 **Counting and story-telling** Using data, stories and deep dives to find the information that begins to change minds: professional minds, leadership minds and political minds.

7 **Thinking differently** Taking your new information and working with it in innovative ways – using new ideas and theories and playing with your creativity.

Getting your mind around the 'founding' theories of the initial Total Place approach – the ideas that started things out and shaped the first phase.

1

Section 1

Understanding systemic change

Getting past the polarities – an introduction to Total Place

John Atkinson, Managing director, Leadership Centre for Local Government

Total Place is a 'both/and' exercise: places and Whitehall were asked to work together to find ways of creating better outcomes for citizens at lower cost to the taxpayer.

This was the first difficult thing for people to get their heads around – Total Place is not a service improvement initiative nor is it a cost-cutting exercise. It is an approach to 'public value' (more on this later) that includes both improvement and innovation and a close eye on the value to the citizen being generated (or failing to be generated) by each public service pound that we spend.

Total Place is also an attempt to bring all of the contributors to public value together in one place. A lofty ambition!
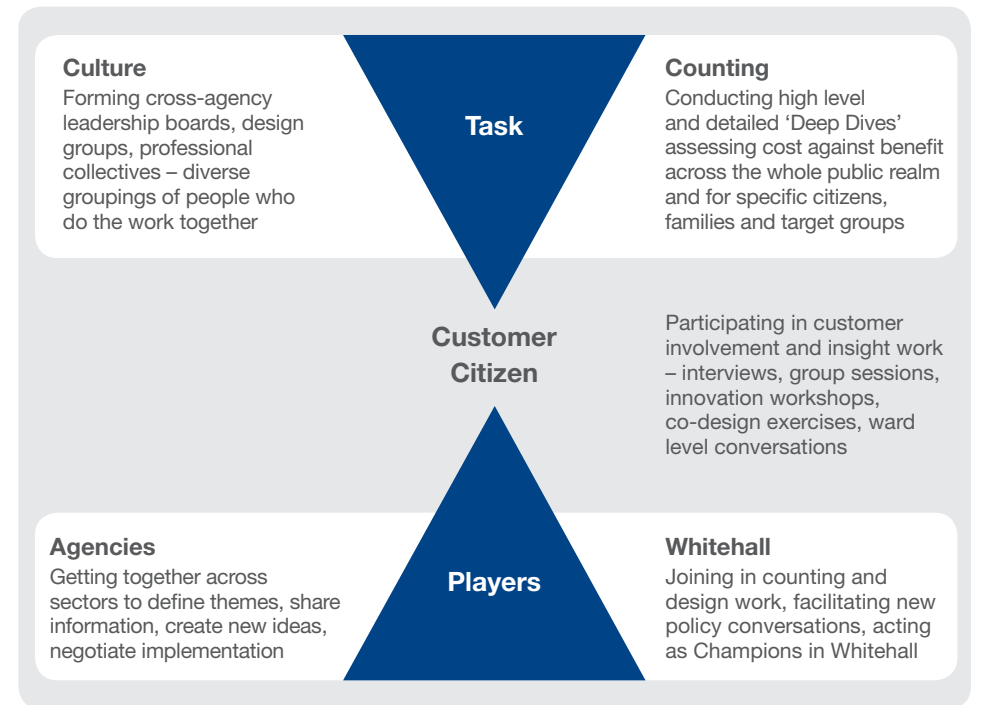
We have a long history of partnership initiatives in the public sector, each of which has made an impact in shifting us towards a more collaborative approach between agencies. Many individual councils, primary car trusts, police forces and other agencies have also done good work with local citizens, involving them in community development, service design and outcome setting. Some Whitehall departments have got closer to their agencies, connecting leaders in places to policy makers around specific initiatives.

So, why do we think Total Place is different from all of these myriad initiatives that have washed over our bows over the last twenty years or so? It's because we think that Total Place is the first time that two crucial triads have been brought together in a single piece of work.

The task triad: Customers, counting, culture

The 'task' of Total Place has been to consider all three of the key aspects in the creation of public value:

- What does the citizen really want from us when they are in the role of customer? Do they really want all the things we provide or would they rather do much of it for themselves? Where they do need the support of the public service, are we doing a decent job or driving them half mad with our internal fragmentation and arcane language?

- What really counts in the huge expenditure managed by the public sector? How much bang are we really getting for our buck? Is the actual investment in services to the customer undermined by the cost of 'being in business'?

Culture
Forming cross-agency leadership boards, design groups, professional collectives – diverse groupings of people who do the work together

Task

Counting
Conducting high level and detailed 'Deep Dives' assessing cost against benefit across the whole public realm and for specific citizens, families and target groups

Customer Citizen
Participating in customer involvement and insight work – interviews, group sessions, innovation workshops, co-design exercises, ward level conversations

Agencies
Getting together across sectors to define themes, share information, create new ideas, negotiate implementation

Players

Whitehall
Joining in counting and design work, facilitating new policy conversations, acting as Champions in Whitehall

- How do the organisational cultures of agencies in places and departments in Whitehall hamper our ability to deliver value to the public? Are our attempts to maintain organisational sovereignty getting in the way of working collaboratively to shift society's most intransigent problems?

The player triad: Agencies, citizens, Whitehall

And the design of Total Place has been to create as much connection between the different players in public value as possible. No one agency in a place or department in Whitehall has dictated the work. Perhaps more importantly, a great deal of attention has been paid to creating cross system forums where very significant conversations take place. Whitehall champions have got involved in places; place agency leaders and local political

leaders meet together with Whitehall colleagues as part of theme groups and at senior leaders events; agency professionals and managers have worked with customers at large system events and via smaller design groups.

And the choices that working this way create are fundamental and deeply political. This needs to be recognised from the outset and welcomed as part of a reinvigoration of healthy public debate about what is best for our places and how best this can be achieved.

So, if you think the leaders of your place are ready for a 'both/and' approach to generating public value, Total Place may be the approach for you. It's not about everyone getting involved in everything but it is about always keeping the whole task and all the actors in mind – a complex but rewarding way of working.

Total Place - the founding ideas

John Atkinson, Managing director, Leadership Centre for Local Government

Total Place is a bit different from the usual initiative or centrally orchestrated programme – sometimes frustratingly so.

It didn't come with a programme plan, toolkit or defined outcomes – no set of instructions to follow. But it did come with a, largely unspoken, body of theory behind it, theory that informed the design and that has informed the day to day decisions of the Leadership Centre for Local Government and the High Level Officials' Group responsible for steering the work through Whitehall. We thought it would be helpful for places who are wanting to embark on Total Place work to have some understanding of those theories, whether they want to use them in their work or not!

Each of the founding ideas outlined below is dealt with in more depth in one of the following pieces in this section.
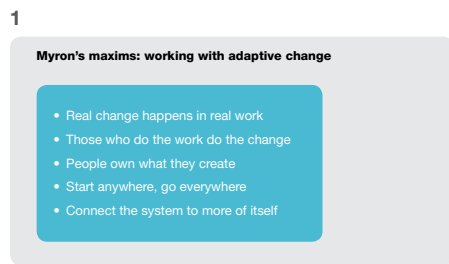
1. Human communities and organisations are not machines, they are living, adapting systems so we need approaches to change that recognise this fact (*Living systems, adaptive change*)
2. Our leadership attention is best spent by considering the information that shapes the system, the identity the system is creating for itself and the relationships that uphold the work. (*Information, identity, relationships*)
3. The long standing and remarkably resilient problems now faced by our society are 'wicked problems' that

can only be addressed with messy (not elegantly simple) solutions (*Wicked problems, wicked solutions*)
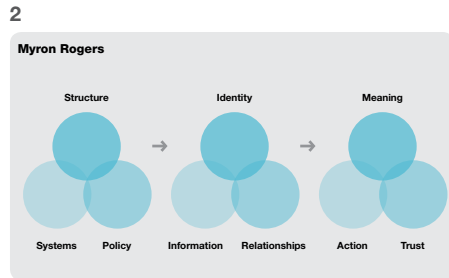
4. If we want to address those wicked problems we must be willing to adapt our thinking, and it is a key role of leadership to help ourselves and others to think new thoughts (*Leadership that changes thinking*)
5. Different individuals have different overarching cultural theories about how human systems work – all of those theories have value in building messy solutions (*Diverse viewpoints, diverse solutions*)
6. If we focus only on 'service improvement' or on 'cost cutting', we get further and further away from understanding the true value of public work for the public we are trying to serve (*Public value*)

As you read through this guide to Total Place, you will spot each of these founding ideas popping up over and over again, sometimes overtly, sometimes in disguise.

And, as you consider your own local Total Place exercise, you may want to think which of these founding ideas you find useful and how you might incorporate them in your own work.
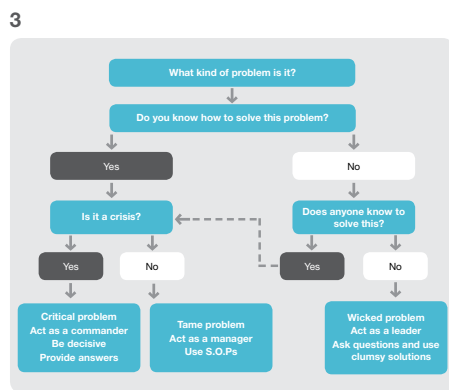
1

Myron's maxims: working with adaptive change

- Real change happens in real work
- Those who do the work do the change
- People own what they create
- Start anywhere, go everywhere
- Connect the system to more of itself

Source: Myron Rogers

2

Source: Myron Rogers

3

Sourced from Professor Keith Grint, Warwick Business School

4

Changing our thinking

Adapted from Kurt Lewin

5

Adapted from the work of Mary Douglas

6

The strategic triangle
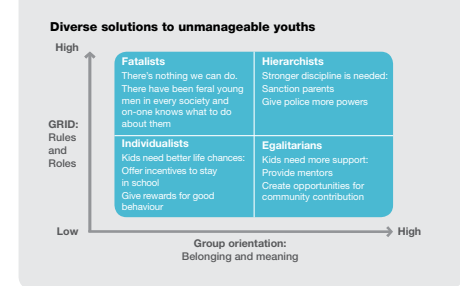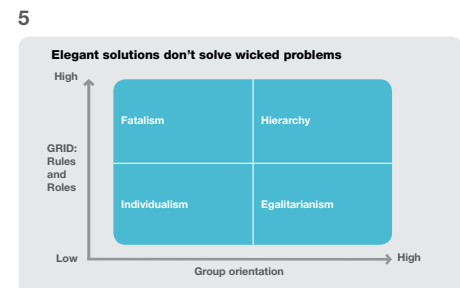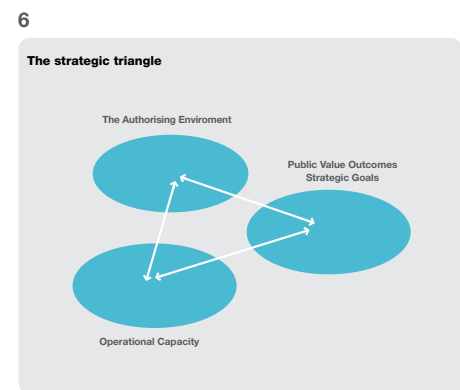
Source: Mark Moore

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Living systems, adaptive change

John Atkinson, Managing director, Leadership Centre for Local Government

One of the central ideas of Total Place is that the long-standing machine metaphor of organisation and social systems is handicapping our ability to understand the environment we work in and how to change the behaviours of those systems.

By the machine metaphor, we mean a view of the social and organisational world that assumes that people are passive actors who take instructions and carry them out, that there are 'levers of power' that can be pulled somewhere that will change behaviour and that setting a target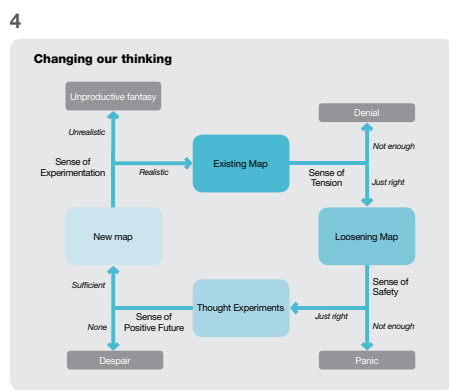 will completely drive an intended change. The last twenty years of attempted public service reform shows us that, while small positive changes have been made, the outcomes for individual citizens have not altered to the extent that the machine metaphor would have had us hope.

So, during the design and initiation phase of Total Place, we turned to the work of those theorists and educators who emphasise a completely different lens for looking at human activity – that of the living system (sometimes known as complex adaptive systems theory). There are now many writers who work with these ideas but the person who has most influenced our work is Myron Rogers.

In his work with the Leadership Centre on our Leeds Castle Leadership Programme, Myron describes his view of the five major characteristics of living systems:

- **Chaos and complexity:** complex systems are characterised by ambiguity, uncertainty and unexpected connections. Order arises from chaotic and unmanaged micro-interactions, rather than because of some design from on high.
- **Emergence**: living systems seem chaotic and unpredictable but their patterns are created by simple underlying rules which are not usually apparent to the actors.
- **Cognition**: no one person can ever 'see the system'. Each person will have a different perspective depending on their place in the system and what they see determines what they do.
- **Networks**: people are strongly linked by their informal ties and by the stories they tell. If the 'official line' does not fit with the lived reality of players, they will ignore or subvert it.

Myron's maxims: working with adaptive change

- Real change happens in real work
- Those who do the work do the change
- People own what they create
- Start anywhere, go everywhere
- Connect the system to more of itself

Source: Myron Rogers

- **Self organisation**: social systems preserve their identity. Once a group or organisation has formed a loyalty, people will act to hold on to the identity they have created.

Myron's five maxims for working with living systems are shown in the box above. Perhaps you can see how the initial design of Total Place reflected these ideas:

- Places were asked to do real work rather than just 'set up a partnership' – to find a theme, actively diagnose the issues and create some innovative potential interventions
- Senior leaders were asked to get actively involved in the work (politicians, agency leaders and colleagues in Whitehall) rather than delegating to others to do the change for them
- Places were encouraged to work closely with front-line staff and citizens rather than just consulting them once the work was done – to move gently towards co-creation

- As over-arching issues started to emerge (especially on the relationship between places and national Government), new spaces were made to have those discussions rather than them being declared 'out of scope'
- Many opportunities were created to connect previously unconnected bits of the system – e.g. professionals in places with policy makers in Whitehall, leaders in one area to leaders from another, front line professionals with financial analysts, middle managers with citizens

As you begin, or continue, to work on your Total Place exercises, you may want to consider how you can use these ideas in your work to experiment with their power – perhaps the machine metaphor will begin to have had its day!

Information, identity, relationships

John Atkinson, Managing director, Leadership Centre for Local Government

Much has been made of Total Place as a whole systems intervention. Working with whole systems is now increasingly listed in government literature as being a key requirement of effective leadership.

The term however, is exceptionally vague. Some people can list over forty different philosophies that might constitute a whole systems approach. Total Place has tried to remain pragmatic in the face of all of this and has plotted a course through the work that is mindful of the theory, but rooted in everyday experience.

Myron Rogers has worked with whole systems for decades and has worked with repeated cohorts of the Leeds Castle Leadership Programme. He suggests a way of looking at the work we do along the lines of the diagram opposite.

Our time is primarily spent in the first three circles. We focus our activity on the structures necessary to get our work done, the policies that we wish to pursue and the systems or mechanisms by which we do this. While these are useful pursuits, they fail to significantly address the important dynamic at play. Our work takes place with people, human beings, with all their capacity for creativity, their prejudices and

beliefs and the emotional responses they bring to each other and their work.

Myron suggests we should spend our leadership attention on identity, information and relationships. That this creates an environment of trust, which in turn ensures we address the appropriate rather than historical actions and that together this will make work in the public service altogether more meaningful for those involved.

I have interpreted the issue of identity as determining who we mean when we say 'we' and what it is that 'we' are trying to do. In Total Place, we have made new connections between Whitehall and places, across different areas of local geography and between the state and citizens. This focus on a different 'we' creates a new identity and allows us new possibilities. The variety of different meetings, workshops and forums and the growth of the online communities of practice and other 'e'-processes have all helped to build a sense of identity around the work.

Looking at the work we do
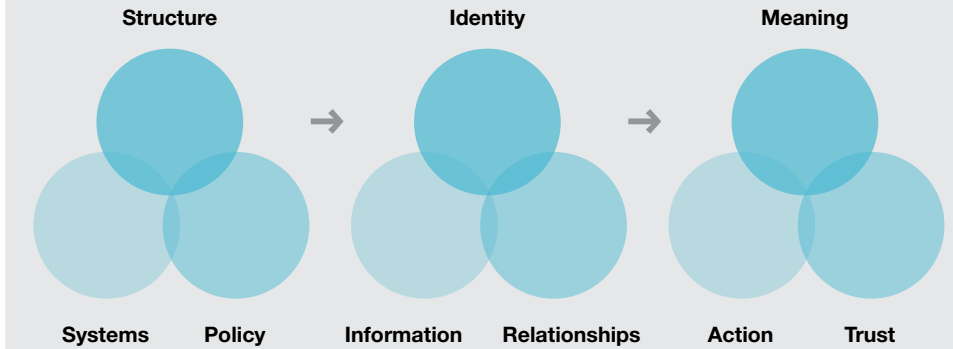
Source: Myron Rogers

At the same time, getting new information into our discussion has been critical. The most important source of this has been the citizen. Raising the profile of people's stories about engaging with the state brings different perspectives. Put this alongside the wealth of data from the deep dives about how we really provide services and the cost of this, then the conversations we have about what we could (and ought) to do become different.

Through Total Place, people have made new relationships and strengthened old ones. The quality and quantity of these relationships directly impacts on our ability to get things done. One senior civil servant describes me as judiciously using the car-park, train station, late-night mobile phone call to cajole, dragoon, seduce or otherwise persuade an accountable individual to do something useful for the

betterment of Total Place. There has been no substitute in Total Place for racking up the travel miles and the mobile bill.

So one element of Total Place is the requirement to move away from the comfort of policy, structures and systems and into a vaguer but more purposeful world that asks more difficult questions.

- Who are the people that we really need together to solve the problems we face?
- What do we collectively know that we can use to move us forward?
- How can we forge new and stronger connections with the people we need to in order to deliver altogether better services in a time of tough financial constraint?

You can read more about Myron's ideas in the book: '*A Simpler Way*', Myron Rogers and Margaret Wheatley, Berrett-Koehler, 2002.

Wicked problems, wicked work

David Bolger, Leadership Centre adviser

Situational Leadership is a term, and model, devised by Hersey and Blanchard, and identified four main styles for leaders which they could adopt according to the capacity of their teams. These modes are: directing; coaching; supporting and delegating.

Details can be found in Blanchard's *'Leadership and the One Minute Manager'*. In recent years, Professor Keith Grint, now of Warwick Business School, has linked the idea of adaptive leadership approaches to the work of Rittell and Webber on so-called 'wicked problems'.

There are two dimensions to consider: the leadership *challenge* which is presenting; and the leadership *approach* which is adopted to deal with the challenge. On the leadership challenge, the Rittell and Webber work suggests that challenges, or problems, fall into three broad categories

- **Critical**, where the challenge is evident and immediate- a fire might be an example
- **Tame**, where the challenge is well understood, and where procedures have been developed and proven in practice, even if the challenge is pretty complicated-brain surgery might be an example

- **Wicked**, where the challenge is either wholly novel or perhaps is long-standing, proving impervious to previous efforts to resolve it - teenage pregnancies might be an example, or long term addictions to alcohol or drugs

Proponents of a contextual leadership approach might argue that the role of a leader is, first, to identify the nature of the challenge, and then to adopt the appropriate leadership response. The corresponding leadership styles can be described as follows:

- For critical problems, **command and control** is the necessary response- you don't expect your leader to form a committee if there's a fire; you expect to be told what to do, quickly and clearly
- For tame problems, **management** is called for - what do we already know about how to deal with this issue? What are the procedures? Let's do that: we know it's going to work
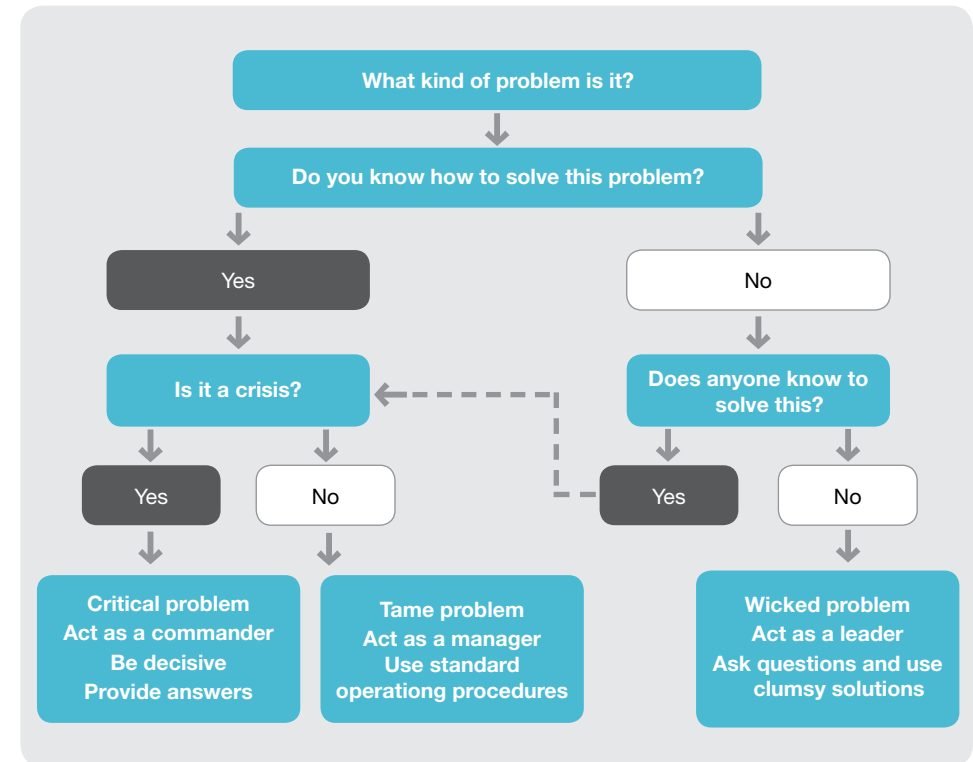
Sourced from Professor Keith Grint, Warwick Business School

- For wicked problems, **leadership** is required - if we've never seen this problem before, and command and control or management don't seem to work, then we need to look for new solutions; this also holds true if it's an old, intractable problem. We need to find new ways of thinking and talking about the issue; and we may have to accept that it is not actually soluble, only that we can make slow, experimental progress or limit the damage.

But beware of two things. First, problems will not necessarily present simply. They may combine facets of critical, tame and wicked. Second, there is also evidence to show that leaders have *preferred* leadership approaches. For example, some leaders relish *crises* and the chance to give some command and control orders; some leaders prefer to *manage*, to defuse the drama of crises but also to avoid genuinely complex and intractable wicked issues; and there are yet others for whom everything is a *wicked* problem, requiring extensive and never-ending analysis and consultation.

You can read more about Keith's work in the book: '*Leadership: Limits and Possibilities*', Palgrave MacMillan (2005)

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Diverse cultures, diverse solutions

Karen Ellis, Leadership Centre adviser

One of the things that quickly becomes apparent to any observer of a Total Place conversation is that different individuals are operating from very different core assumptions when it comes to their view of social change.

This is not new news! During the 1950s, a superb social scientist named Mary Douglas began to notice the same thing. Fundamentally, she noticed that when people are in groups, their behaviour seems to be driven by where they sit (usually unconsciously) on each of two spectra :

- Do they enjoy and support formal rules and roles or do they prefer to make up their own rules?
- Do they like to feel part of a group or do they prefer to stay independent and work alone?

She called these two dimensions 'Grid' and 'Group' and created the two-by-two matrix of 'Cultural Types' shown opposite. Of course, none of us is a pure type but most of us would admit that there is at least one box that we prefer on most occasions and certainly one that we don't like at all!

So when we get together in working groups to discuss social or organisational change, these cultural differences start to show up. Unless, of course, our group is subject to group-think. The differences appear not just in thinking about what change we'd like to see (as in my 'hoody' example opposite) but also in the process we'd like to use to find a solution:

- **From the individualist**: "I'll send the experts off to design some solutions, try them all out on a small scale and I'll do a 'Dragon's Den' to choose between them"
- **From the hierarchist**: "we, the leaders, will set the criteria and you, the workers, will work together and come back to us with your proposals"
- **From the egalitarian**: "we will call together all the people who have a stake in the issue and run a collaborative event to design the solution together"
- **From the fatalist**: "whatever I do, it will be subsumed by business-as-usual, so I will put the minimum effort in to tick your box".

You may see some of your own behaviour in the descriptions above!

So why does this social science theory matter in Total Place? Professor Keith Grint has applied Mary's ideas to the issue of wicked problems. He proposes that the best solutions to long-standing social issues recognise all four of these cultural types. He says that each type has something to offer to the process of identifying and thinking about what he calls **messy solutions** – solutions that are much more sustainable in the long run

Elegant solutions don't solve wicked problems
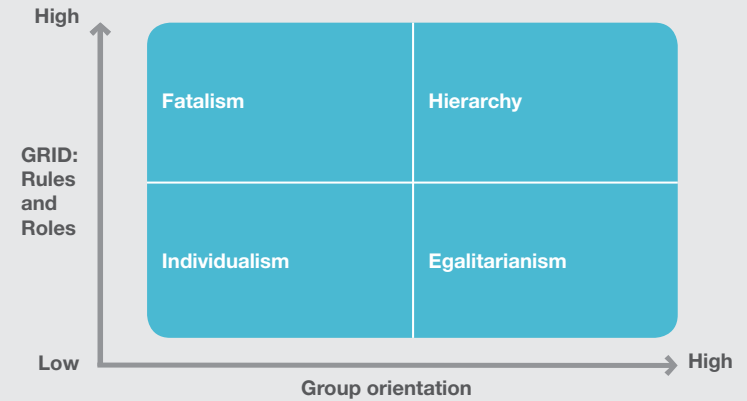
Diverse solutions to unmanageable youths
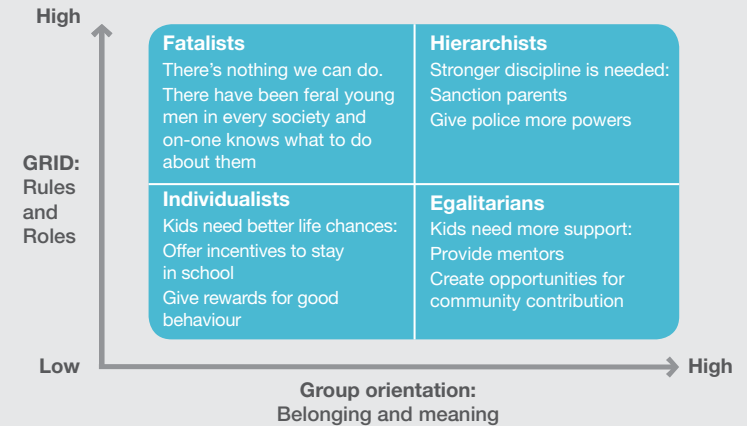
Adapted from the work of Mary Douglas

than the single viewpoint elegant solutions that each type would instinctively prefer.

In the process of building messy solutions:
- Individualists are good at innovation and protecting independence
- Hierarchists are good at decision making and setting up structures
- Egalitarians are good at consensual process and recognising everyone's needs
- Fatalists are good at reminding people we've been here before and that this may be as good as it gets.

[Keith doesn't say this but I feel bound to defend fatalists as I think they have a lot of realism to offer!]

In your Total Place process, you will get much further if you ensure that all of the types have a voice in your work – after all, they will all have to be part of the solution…

You can read more about Mary's work in the book: '*Risk and Culture*', Mary Douglas and Aaron Wildavsky, University of California Press, 1983

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Leadership that changes thinking

Karen Ellis, Leadership Centre adviser

During the middle part of the 20th Century, Kurt Lewin attempted to look at the actual phenomena of personal or social change without adding in ideas of what was good or bad, useful or non-useful.

Lewin made the distinction between learning as a change in knowledge and learning as a change in motivations or values – the one does not assume the other. So, it's important that we note that knowledge on its own does not create change nor is 'wanting to be different' sufficient to actually be different if people don't have the relevant knowledge or skills to make the shift.

How might this process of change work – either at the cognitive or motivational level? The diagram maps some of Lewin's ideas into a set of feedback processes that can be applied at the level of the individual, group or social system. The steps to changing thinking run something like this:

1. There is a growing sense of **discomfort with existing knowledge**, mindset or espoused values – data is coming in that suggest that the 'mental map' is no longer a good fit with reality.
2. If this tension is sufficient, people start to **question the existing mental map** and, instead of looking for data to support it, they actively seek out new information.
3. Then, if they feel safe enough to let go of their map, they start to **run some 'thought experiments'** about other ways of looking at the issue and they talk to others about their maps on the subject and find a whole new set of options for thinking about the issue.
4. If they have a sense that there is a positive potential future if they change to a new way of doing things, they will find creative ways to **implement the new map**, developing the skills they need as they go.

"There are many leaders whose personal style runs directly counter to these strategies, and many pressures in the political and public service systems that push for the opposite behaviour. But, to paraphrase the old adage 'If you keep leading the way that you've always done, you'll keep getting what you always get'!"
Karen Ellis

Changing our thinking
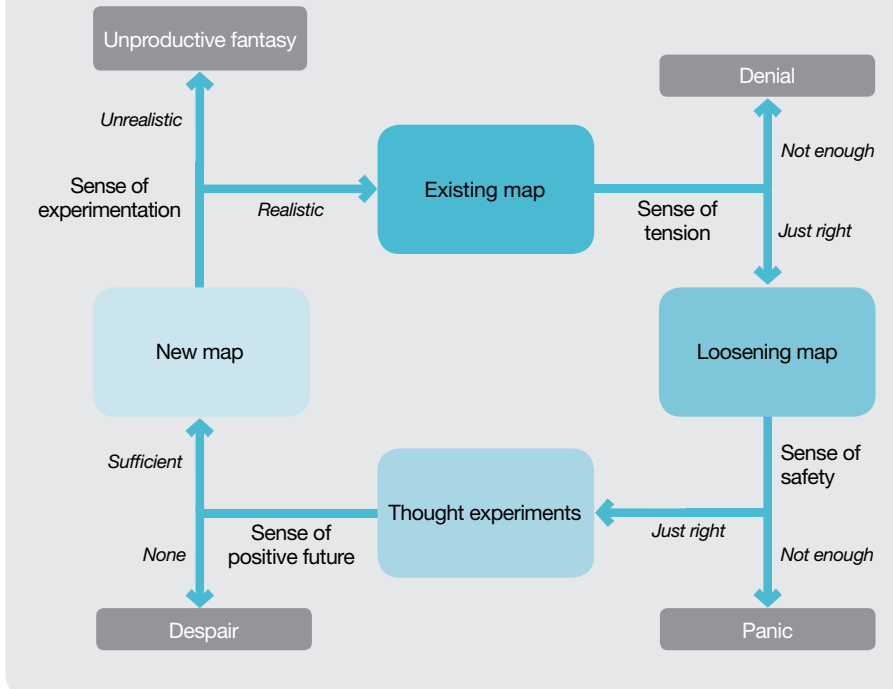
Adapted from Kurt Lewin

Someone who wants to lead in Total Place, at whatever level, has to be prepared to offer themselves and others the opportunity to make changes to their thinking or their values. What can a leader usefully do? They can:

- Create opportunities to closely examine disconfirming data and controversial viewpoints and point out those points where individuals or groups start to drift off towards denial
- Create a sense of safety – "we are all in this together, you are OK to raise difficult conversations, you won't be punished for not getting it right first time"
- Sponsor the search for new models and ideas, even when they are contrary to perceived wisdom
- Begin to paint in a positive vision for the future – even when it feels far away and the path isn't obvious
- Allow time for hypothesising, experimentation and validation rather than rushing prematurely for results.

You can learn more about Kurt's work in the book '*Field Theory in Social Science – Selected Theoretical Papers*', Harper and Row 1964

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Public value

David Bolger, Leadership Centre adviser

Public value is a concept developed by Professor Mark Moore of the JFK School of Government at Harvard in the 1990s. The key reference work is '*Creating Public Value-Strategic Management in Government*' Harvard University Press, 1995.

Moore has since developed a working and publishing relationship with Professor John Benington of Warwick University Business School, so there is opportunity for direct contact with the theorists on this model.

Moore developed the model as a way of dealing with the absence of a 'bottom line' for public organisations. He wanted to help public service policy makers and practitioners to demonstrate the value they were striving to create using the investment of public monies. He also wanted to move away from the traditional sterile model of 'public administration' in which public servants are passive recipients of politically driven goals; and to show that public servants are not mere deliverers of 'public value', but also key co-creators with citizens and with their political representatives.

In essence, the public value model proposes that there are three core dimensions to the creation and delivery of public policy:

- **The definition of public value** – this is not simply the description of the *outputs* of a public policy intervention, but also of the *value perceived* both by direct recipients of those outputs but also critically of other, non-recipient stakeholders. So for example, libraries provide a direct public value to borrowers of books etc; but they also satisfy a *value perception* among non-borrowers (but funders, as taxpayers) that their community provides opportunities for disadvantaged members of society to learn

- **The authorising environment** – this includes all those who have an interest in, and the ability to influence, a public policy issue. The idea of the authorising environment is that those involved provide *legitimacy and support* for the definition of public value which is being sought and for the resources approved to deliver it: while the environment supports the definition, resources will

The strategic triangle

The Authorising Enviroment

**Public Value Outcomes
Strategic Goals**

Operational Capacity
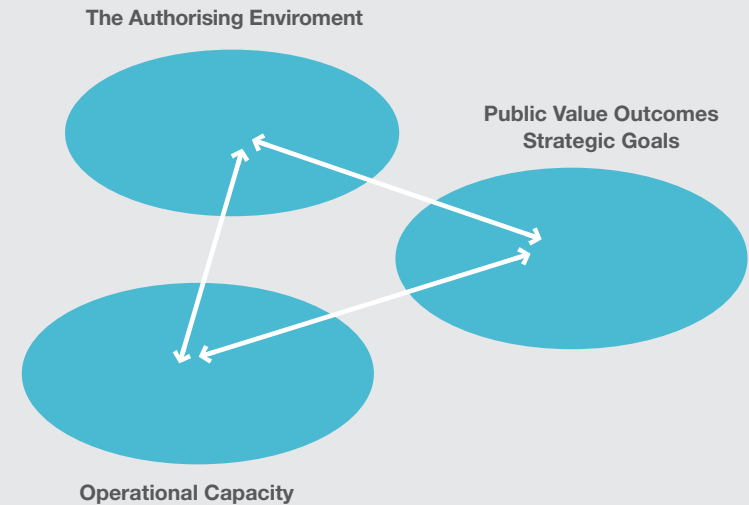
Source: Mark Moore

be authorised to pursue it. Hence politicians form part of this authorising environment, as well as being decision-makers on which definition of public value is being pursued

- **The operational capacity** – these are the resources of money and people, typically, which may be deployed in pursuit of a public policy goal. This is normally the resources of the public body or bodies engaged in delivering the relevant public policy ambitions, but may also include a wider resource pool including the capacity of society and its individual members. Here, Moore develops ideas on co-design and co-production

The public value model is typically illustrated by the 3 circles above. These are said to form the strategic triangle (apologies to geometric purists). Moore postulates that there will always be tension between the elements of the model-the definition of public value must constantly be checked out with the authorising environment, and operational capacity aligned accordingly-and that it is the role of public policy practitioners to maintain the strategic alignment of the model elements through ever-vigilant attention to each of the circles.

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Getting set up, recognising the need for 'learning cycles' as a scaffolding for Total Place work, and using those cycles to maximise the impact of a piece of Total Place work.

2

Section 2
Starting out

Cautionary note: one size does not fit all

Karen Ellis, Leadership Centre adviser

Total Place sponsors, programme managers and advisers have been asked many questions. The most popular (and difficult) being, "What is this Total Place thing anyway?" There is already something political (small 'p') in the way each person answers.

We tend to focus on those aspects of Total Place that suit our perspectives or passions and 'forget' the other aspects. If you're outside the existing Total Place community, this diversity of view can seem bewildering.

But there has (deliberately) never been a well defined party line on what Total Place actually is. The whole idea was to set up an environment for innovation, where each place had the chance to define its own thematic thrust and specific approach within a set of broad parameters. A one-size-fits-all methodology would have been inappropriate, due to the significant differences in starting point and approach across the 13 pilots.

This diversity has given us a unique opportunity to look at what works (and what doesn't) in terms of innovation and change in the civic arena. It also helps us to look at which type of approach works best, in which settings, and for what sort of problems.

Across the 13 places there's been a very heterogeneous mix of geographical areas, histories and chosen themes. These unique start points inevitably lead to differences in how the work shows up in that place and the pre-judgements that players and the public have about work of this sort. Some places have an excellent history of working together across agencies; others have had bad relationships in the past or are just starting out as a new geographic mix. They all have different demographics, social strengths, problem areas and economic situations.

Some of the differences that have shown up between the places are around:

- Type and level of sponsorship
- Approach to involvement
- Level of innovation and radicalism

Probably the most heated discussions arising from the question, "what is Total Place anyway?" centre around the degree of radicalism and innovation that each place wants to pursue. Are they content to do what they've done before, with some nice new language? Or are they looking to truly change **how** they do things and **what** they do?

- Are the power players willing to work with the public and service users in a new way when those conversations are usually messy and often embarrassing?

Different starting points

History of working together

Geographic reach

Theme focus (1)

Theme focus (2)
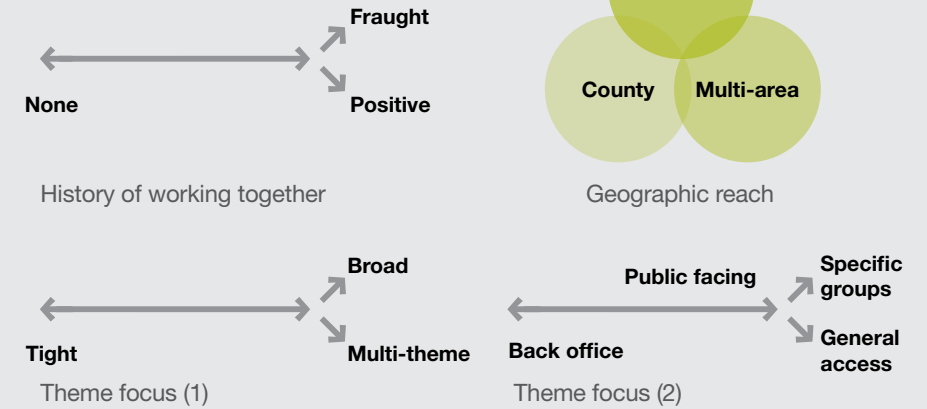
Different initial approaches

Leadership sponsorship

'Feel'

Focus of initial involvement

Starting emphasis
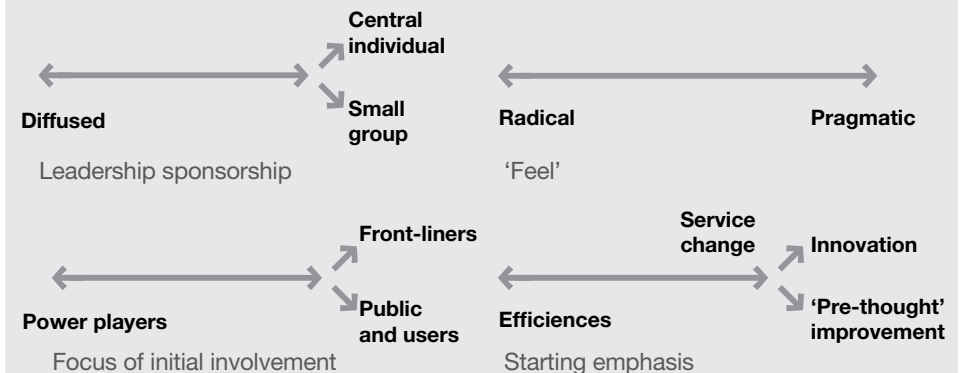
- Are we willing to start tackling contentious issues like state-sponsored (mandated?) behaviour change among citizens when we know that any such approach will get labelled intrusion of the nanny state?
- Are we willing to shift the funding focus from managing symptoms to prevention of the causes of problems when the media will jump on us from a great height whenever our symptom management fails?

We're not advocating where places should stand on these questions. More radical options, by definition, contain more risk and the leaders in each place will have to decide what they can handle locally. Acknowledging the diversity of approach and building it into the work on Total Place has helped some to find radical new solutions to local services, more tailored to local needs.

Planning the first cycle

Karen Ellis, Leadership Centre adviser

Even though there was no prescribed methodology or formal project process for Total Place, discussions with places throughout the course of the pilots made it clear that everyone was following some form of learning cycle in their work.

Their learning cycles seem to broadly fit with Kurt Lewin's approach to changing thinking outlined in Section 1 and can be shown visually (opposite).

Step 1: The first port of call is to ask a leadership group in your chosen place (whether that is a single area or a multi-area) to choose a theme that has meaning and depth for all the players. You could ask your Local Strategic Partnership, your Public Service Board or any other cross agency grouping. But it does have to be a senior group and one which has political backing. A Total Place exercise requires significant investment in time from a range of players and this time needs to be committed from the start. Also, if it works, it will show up uncomfortable data and can come to difficult conclusions about how things need to change – all of which will take leadership to work through.

Step 2: The first major process in all Total Place work is the high level count, swiftly followed by one or more deep dives (there is more about both these processes in Section 6). In parallel, during the pilots,

all of the places ran citizen 'story-hearing' work – interviews, large events, videoing and many more creative activities (also described in Section 6). From a Total Place perspective though, the most important aspect of these exercises is that they attempt to find disconfirming information – that is, information that surprises, even shocks, us and allows the possibility of insight or loosening of previous assumptions about how well the system currently works.

Step 3: Then comes the chance to get creative, to imagine possible futures and new ways of doing things. This is the fun part for most places – it builds energy, helps relationships form in the process of doing real work and can, if done well, let the citizens and professionals form a new alliance in solving local social problems. (More of this is Section 7)

Steps 4 and 5: Sometimes it is possible to go straight ahead from imagining to designing – the work that starts to make your new ideas a reality. In other cases, you notice that there is a real (or imagined)

constraint to the change you would like to make. During the pilots, it was during this stage that the new conversations with Whitehall colleagues started to come to the fore. People got together in 'theme groups', across the pilots and with relevant policy makers, to thrash out the potential impacts of current policy and legislation on their proposals. However, this is not the time to **introduce** your Whitehall colleagues to your work – it will be too late! You need to involve them, however lightly, in steps 2 and 3 too, otherwise your ideas will appear to come out of the blue and be met with scepticism at best.

Steps 6 and 7: At the moment we can't tell you much about these! Most pilot places are just moving into their 'experimenting' phase and it would be foolhardy to predict what they will learn from these later elements of the work.

Whether you follow this process or not, the most important thing to realise is that your Total Place work has to have some definable shape and identity, otherwise it will get subsumed into business-as-usual and lose its impact and focus. And it will need senior steering all the way through if it is to become more than just another flash in the pan.

Total Place – The learning cycle

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Messy learning

Mike Attwood, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

We wondered whether 'messy learning' had been used before. If you Google™ it, you hit an exciting American website, **www.learningismessy.com**

Have a look because, apart from great work on bullying, it shows how learning is about blending activities that excite people's imagination by pursuing spontaneous lines of enquiry, but also being disciplined, using evidence and working in a stepwise methodical way.

It's worth knowing how you – and those working with you – prefer to learn. David A Kolb's book – *'Experiential Learning'* (1984) describes four learning styles:

- **Convergers** – like abstract concepts with practical experiments. They can practically apply abstract ideas and use deductive reasoning to tackle problems.
- **Divergers** – like concrete experience with reflective observation. They are ideas generators and can see problems from many perspectives.
- **Assimilators** – also like abstract concepts but with reflective observation. They create theoretical models using inductive reasoning.
- **Accomodators** – like concrete experience with practical experiments. They hate theorising, engage with the real world and get on with it.

Honey and Mumford use similar concepts – activists, theorists, reflectors and pragmatists – see *'The Manual of Learning Styles'* (1982) and *'Using your Learning Styles'* (1983).

They describe the journey as:

- Having an experience
- Reviewing the experience
- Concluding from the experience
- Planning the next steps

With Total Place much of the learning seems to be about:

- Getting service users, front-line staff and senior leaders together in whole system events where both theoretical and 'lived experience' versions of problems can either collide or shape new solutions by working through the creative tension.
- Public Service Boards – Leaders across the system building common strategy and trust through mutual support and challenge.
- Simulation events, which can take the sting out of knotty problems by playing out the future in a challenging but safe way.
- Individual or smaller group learning 'off-patch' using mentors, coaches and learning sets.

© John Jarvis, Leadership Centre for Local Government

It can be very important to hold multiple perspectives – a senior manager focused on productivity, financial balance and implementing a single team and single assessment model; a front-line worker who fears loss of professional identity, feeling overwhelmed by paperwork; a mother feeling that like has to be her child's case co-ordinator and is worried that if she says she is only just coping, the family may be split up.

Try to find both **common ground and non-negotiable differences** in these stories. You can connect productivity, too much paperwork and the mother's burden of coordination with a co-designed common assessment/case management solution. Non-negotiables would be the what (but not the how) of financial savings and statutory child safeguarding requirements.

Finally, it's very useful to reflect both on the **content** and the **process**. This is 'Double Loop Learning'. Could service users contribute fully? Did the Public Service Board enable real dialogue between officers and elected members? Was the blend of engagement, energy and action about right? Have I got enough headroom to reflect on my contribution and what I'd do differently next time?

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Gathering everyone in

Nuala O'Rourke, Manchester City Region including Warrington programme manager, Wigan Council

Here are four 'Top Tips' from the Manchester City Region and Warrington pilot on how you might think about the processes for involving people in your Total Place work.

Our work on Total Place led us to understand that a cross-organisation approach – one that touched everyone from political leaders and senior managers to front-line staff – was needed for real engagement with our colleagues in our own Authorities and our Public Sector partners. Two way communication was key – people clearly need to understand what was happening but also feel that their voice was heard.

Tip 1

Create and action a plan to communicate clearly with all stake holders at all levels.

Projects with obvious and visible enthusiasm surrounding them have a real sense of **joined up leadership** from multiple chief executive officers across the different sectors. In many cases this joined up leadership has been delivered through bringing leaders together in training and development and thereby creating a network of colleagues who can find different ways to work together, break down barriers and work across boundaries. This type of arrangement – is giving people the space to try new things – and creating a supportive environment that is accepting that sometimes things will go wrong.

Tip 2

Bring senior leaders from all sectors together in a way that will help them develop closer relationships – 'professional friendships' – through experiencing such things as training, workshops or community visits as a team.

Source: Nuala O'Rourke

In many cases through the Place work – these leaders are going out into the community and **listening to people's stories** themselves so that they have a genuine understanding of the changes that need to be made. This type of listening (not questioning, just hearing) is creating the environment for change driven by an understanding that people, not services, should come first and be at the centre of our thinking. This type of first person understanding is key to focusing stakeholders and evidencing the need for change.

Tip 3

Find a way to tell the 'human' stories, either through community visits or through videos of customer journeys. This type of powerful first person evidence energises all stakeholders and drives forward the need for change.

The other area for consideration is engagement from other parts of the public sector and indeed the third sector. We learned that to run successful pilots, the Total Place message needs be owned by all partners, across the region. When projects are perceived as local authority led, there is often the implication that other public sector bodies are 'helping' the authority with their problem.

Tip 4

Seek joint leadership across the most relevant public sector bodies wherever possible and ensure that all agencies are fully represented at the correct level on the project board.

Managing the dynamics

Phil Swann, Dorset, Poole and Bournemouth programme lead, Shared Intelligence

As you start to design your Total Place cycle, there are some aspects to the 'human dynamics' of the work that are worth considering up front so that they don't trip you up.

These aspects are :
- The need for senior and professional buy-in for the process and its outcomes
- The need to maintain momentum throughout the work, especially when times get tough
- The need to unleash people's creativity and allowing for serious play as part of the work

Buy-in is everything

The answer to the Total Place question – 'How can we secure improved outcomes at less cost?' – will invariably generate potentially controversial propositions. If these propositions are to be taken seriously it is essential that there is genuine buy-in to the process from the start.

The importance of shared ownership of the process cannot be over-stated. Joining because 'we can't afford to be seen not to join' really isn't good enough and can lead to an unsatisfactory outcome for all concerned. This is more important than ever where a Total Place project straddles geographical as well as organisational boundaries.

Securing ownership at all levels is also important. There may be an enthusiastic project board comprising the strategic leadership of a place. There may also be a committed project team getting stuck into the work. But what about the heads of service or directors who may be ultimately responsible for implanting the recommendations? Have they bought into the process and do they have an opportunity to influence it?

History, both long and short-term can cast an unhelpful shadow over initiatives such as this. Perceptions matter; so do prejudices. Important matters of detail such as the composition of the project team and the location of its office can reinforce perceptions to the detriment of work and the likelihood of the recommendations being implemented.

Maintaining momentum

One distinctive feature of the 13 Total Place pilots was the government imposed timetable: the September deadline for interim reports and the February deadline for the so-called final reports.

The interim report deadline provided a useful marker to shift from defining propositions to testing them.

And the final report galvanised decision making and the collation of serious propositions for the public domain. However, it is important to be under no illusion that any of the reports were final in the true sense of the word. Writing a passable report was the easy bit. The real challenge is to ensure that the recommendations get traction locally and have a lasting influence on the way we do things round here.

That said, the tight timetable undoubtedly generated and helped to maintain momentum.

The Total Place approach inevitably raises sensitive and challenging issues. There are a myriad of reasons for slowing down. The government deadline meant that could not happen. The hard deadline also provided an opportunity for key issues to be raised at the last minute, through substantive amendments to a final draft of the report rather than in face to face discussion.

The national deadlines were not arbitrary, they were linked to important events: the publication of the Government's Pre-Budget Report and the Budget Statement.

Maybe this tactic of **linking deadlines to key events** provides a way forward for councils and partners seeking to build and maintain momentum without government deadlines. A local timetable could be built around local processes and deadlines – such as the budget or corporate plan.

Events designed as part of a Total Place methodology also have a part to play in maintaining the momentum. A local Total Place Assembly or Summit can help secure wider engagement in and ownership of the process. An external challenge event can bring invaluable external perspectives to bear. These and other events can also be used as deadlines for the completion of various stages of work.

Stimulating ambition and creativity

Play is as important to a child's development as conventional learning. In particular it can nurture creativity.

Psycho-dynamic thinkers such as D.W. Winnicott have explored the concept of an organisational equivalent, including ideas such as potential or transitional space.

At its best Total Place can provide that transitional space. Sitting outside routine planning and budgetary processes, it can provide an opportunity for people to think the unthinkable and to have conversations that they wouldn't otherwise have.

But there is always a danger of the ambition ebbing and confusion emerging about how Total Place relates to other national and local programmes. One way of thinking about Total Place is as an **advance party**, breaking new ground, creating the space in which mainline programmes and processes can be more ambitious than would otherwise be the case.

Maintaining levels of ambition will always be a challenge. Here are three things to remember which may help to create the conditions in which ambition can flourish.

First, remember the user or citizen perspective. Ask the question: "How far will what we are proposing go achieving the outcomes that users and citizens tell us they want?"

Second, remember the money. Ask the question: "To what extent will our current proposals enable us to cope with the tightest public expenditure settlement since 1976?"

Third, remember to get out more. There are always lessons to be learned from elsewhere. External challenge can be invaluable in testing the level of ambition. And so can taking advantage of either a new colleague joining a working group or a longstanding member returning after missing a phase of work.

Designing the process – getting the rhythm right!

Sue Goss, South Tyneside, Sunderland and Gateshead programme lead, Office for Public Management

The Total Place pilots faced a dilemma which is common in pilot situations: **how do we balance the need to be creative and experimental with the need to be evidence-based, analytical and 'get things done'?**

There often seems to be a tussle between those managers and leaders (and advisers!) who suggest 'open system events,' appreciative enquiry, world café – holding different voices, experiences and outlooks – and those who are keen to develop project initiation documents and plans and make sure that small groups of reliable people do the practical work. It's a struggle between 'right brain' and 'left brain' approaches – and – of course – we need both.

If we dive into analysis and close down new thinking too fast – we tend to stick to 'quick wins' which usually means working with the ideas we already had. We move quickly to implementation, but nothing much changes.

If on the other hand, we simply create conditions for creative thinking, we generate lots of energy and excitement that fizzles out fast – since there is no process to convert these ideas into action.
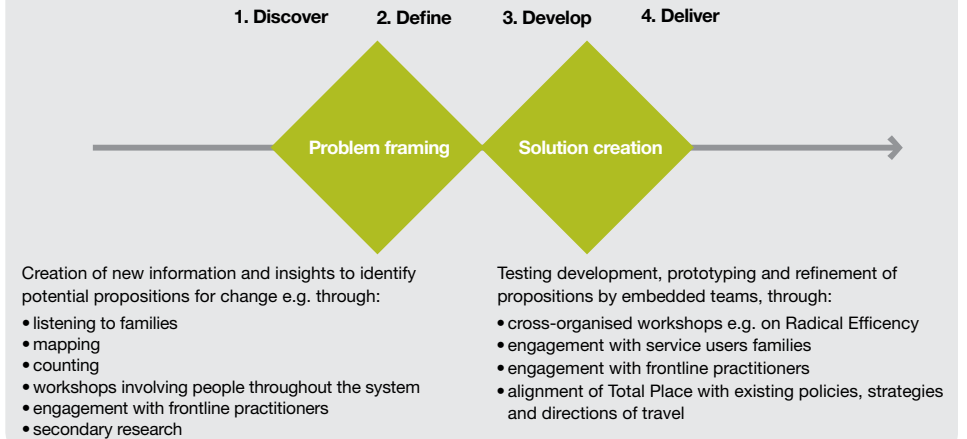
Divergent and convergent thinking

Design experts talk about the need to combine 'divergent' and 'convergent' thinking:

- Divergent thinking – generates wacky and new ideas – finds new ways of seeing, enables different perspectives to collide, encourages invention.
- Convergent thinking – builds these ideas into possible solutions, matches ideas against criteria, abandons false starts, focuses attention, tests and develops.

Several of the pilots have explored ways of combining these two – so that as the project moves forward over time space is first opened up for new ideas, and then narrowed down again to focus on an agreed way forward.

Croydon, for example used the diagram opposite to describe their process.

Design council double diamond approach to design

1. Discover   2. Define   3. Develop   4. Deliver

Problem framing   Solution creation

Creation of new information and insights to identify potential propositions for change e.g. through:
- listening to families
- mapping
- counting
- workshops involving people throughout the system
- engagement with frontline practitioners
- secondary research

Testing development, prototyping and refinement of propositions by embedded teams, through:
- cross-organised workshops e.g. on Radical Efficiency
- engagement with service users families
- engagement with frontline practitioners
- alignment of Total Place with existing policies, strategies and directions of travel

Adapted from work by the Design Council

Partnerships are even more complicated

In partnerships this is seldom achieved through a single iteration – since there are many layers of people learning to work together in new ways. So for example in South of Tyne, where three unitary authorities, police, fire and health were learning to work together for the first time – we developed a series of alternating divergent and convergent stages. Each divergent stage brought in new ideas and experiences and added the understanding of more people. But between each divergent stage, a 'backbone' steering group and a strong governance board were able to critically examine the ideas, focus attention and decide what to do in practical terms. After some more analytical work – we needed to widen out again – bring in people who might feel excluded by small group work – politicians, community leaders, trades unionists, professionals – to test out thinking, build consent, listen to fears, change proposals in response. Then it was time for more focussed work again.

Rather than the usual machine metaphors for organisations – we might think about music. With a strong enough base line, a melody can be complex and creative without the music collapsing into chaos.

An emergent process?

In some situations, however, the problem we are grappling with is so difficult, and the failure of established approaches so serious, that the 'divergent stage' needs to be long enough to generate entirely new thinking about who should take action: challenging assumptions not simply about the problems but about the organisations and systems that are capable of responding. Where this is the case, the role of leadership will be to win support for a prolonged period of uncertainty and exploration – and to create situations in which that deeper and harder re-examination can take place. It would require the political leadership needed to take these sort of risks – and the skills to bring people together in very different ways. For some in Total Place pilots, and predecessors such as Cumbria, Norfolk and Suffolk, the most fascinating discussion has been about 'how far to go'!

Paying attention to emergence – the power of simple rules

Holly Wheeler, Leadership Centre for Local Government

One of the core skills of long term creativity in complex systems is the ability to allow new ideas and ways of doing things to emerge – rather than trying to predict in advance what those ideas and behaviours will need to be.

In the systems jargon, the word 'emergence' is taken to mean:

'the way complex systems and patterns arise out of a multiplicity of relatively simple interactions... in ways that are surprising and counter-intuitive'

www.viswiki.com/en/Emergence

Spotting your system's current 'simple rules'
- How do things actually get done, not what the manual says?
- Who makes decisions?
- What are the patterns of how we behave?
- What seem to be the unspoken assumptions?
- What is the ideas/facts currently denied and what is the underlying cause for this denial?
- If there is learning/innovation going on, how is it taking place?

Setting new rules for your Total Place exercise
- What 'rules' are we challenging and encouraging in using this process?
- What behaviours will we need the leadership to exhibit?
- What new information can we bring in to test our current assumptions: what are others are doing that we can connect to and learn from?
- Where is the definition of the issue coming from?
- What do we want to focus on; what's really important?
- Where is reward given and received?
- How does this process/intervention mirror the changes we want to see?
- How can the process support/hold people's discomfort, tension and uncertainty?

A simpler definition is that simple rules give rise to global behaviour. So if you can identify and change those rules you can change the whole – although not always exactly how you intended!

The example often used is how birds form a flock – the front bird is not 'leading' the flock, nor has it set a vision or process framework(!), yet the birds still seem to move as one. This is because each individual bird is following a simple set of instinctive rules. We're not birds, so we don't know the exact 'rules' they're following, but simulations suggest: fly no more than six inches away from the next bird; don't bump into each other; if in doubt head for the middle of the flock.

Of course, people do this too – you only have to look at the elegant dance that goes on at a busy station in rush hour to see that.

So what does this have to do with public service reform? Well, organisations and communities show emergence too.

When people describe what happens in their organisations, they tend to point to artefacts like structure charts, process maps and vision statements but we all know that what actually happens can be very different. Single actions may seem irrelevant or minor but the repetition of the underlying principle has impact and reflects across a system. Whether that's

a person's thinking, an organisation's culture or the whole of public service, underneath are simple, usually unspoken rules. One common rule is 'the most senior person in the meeting gets the most airtime' – a 'rule' that can make many meetings counterproductive as people with relevant expertise or viewpoints exclude themselves from the conversation by feeling they are talking too much.

Above is a list of questions that may help you uncover the simple rules that drive your system and some that may help you set new rules for your change effort. They are useful prompts for times when you notice that things are getting stuck or going back into 'business as usual' – although asking them may not always make you popular with colleagues! Remember, changing the rules is hard work and small shifts are a massive success. Noticing them is the first step. The rules are often not conscious and processes call into question people's assumptions about how things work and sometimes deep beliefs. We can get upset or resistant when a 'rule' is noticed but, equally, it can be a huge relief to all concerned when a disabling pattern is brought out into the daylight.

Roles and responsibilities

Anne Pordes Bowers, Croydon programme manager, Pordes Associates

Total Place approaches require a mix of skills, roles and responsibilities to maximise the potential for deep cultural and service change.

Below we detail these – what we have not done is prescribe where or who must play these roles (with the exception of leadership).

Our experience suggests that every skill and role below is vital to success; they should all be equally respected and adequately resourced. The ability to think and act in real time is an important feature of Total Place, energy is best sustained by action, which may necessitate a rebalancing of priorities and workloads.

Leadership: Strong impassioned leaders need to create the permission and space for new thinking, and new ideas; they need to model new conversations, building the trust and relationships needed for the deep changes that Total Place can catalyse. Leaders need to make their commitment visible, regularly showing their collaborative commitment. They must be sufficiently senior to act as unblockers in their own organisation, advocating for change at the highest level, especially with partners.

Project/Programme management: Clear processes must be deployed to channel energy and drive into new models of delivery; this means making use of traditional project management tools to maintain and harness momentum. This project management should be light touch in terms of paper work but highly accountable in terms of action. This should include a

- **programme director** who is able to work with partners to turn vision into strategy by creating the programme as a shared journey with a route map. They interpret the changing environment, ensuring benefits are delivered and that the projects add up to a coherent whole.
- **programme manager** ensuring sensible governance and that projects are properly managed with clear milestones.

Technical expertise: Specific skills in finance, research and analysis, and powerful abilities to engage in deep listening with customers, front-line staff and others provide the rigour and analytic frameworks needed to drive out insights from the full range of inputs and data 'sources' that can help shape new solutions for the specific area as well as more systemic changes in the way that localities address challenges.

Subject expertise: The complexity of challenges addressed through a Total Place approach requires input and insight from individuals and teams who are expert in the area. These should include staff at all levels from within the locally based organisations, particularly those who have direct experience of service delivery and interaction with relevant users.

External challenge: External perspectives act as powerful stimulation for new approaches and opportunities. External does not need to be outside of the organisations but outside of the delivery chain being explored; however many Total Place pilots found that having input from outside of the locality was a powerful introduction to new methods for problem framing and problem solving.

What about external support?

The range of skills and expertise above is complex and multi-faceted; there is ample opportunity – and understandable drive – to bring in external support. There are both very good reasons for doing this, and some pitfalls that need to be managed.

External resources can add real value to a Total Place project, introducing new approaches, thinking and perspectives to the situation. They can fill specific technical gaps unique to Total Place such as sophisticated financial mapping and analytic skills or innovative approaches to listening to citizens. They may also fill generic capacity gaps, often providing programme management or leadership support.

The biggest risk of external input is outsourcing ownership and the accompanying legacy, learning and sustainability. Putting in place specific activities, including sessions with staff, key points of decision taken by local leaders etc can go some way to mitigating this risk. External resource also need internal partners to support smooth (as possible) movement through the local context and politics.

Whatever the model that you choose for your Total Place, remember to be flexible, to take time to reflect and learn and adapt as needed.

Overcoming the power of the day job

Anne Pordes Bowers, Croydon programme manager, Pordes Associates

Mike Attwood, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

Transformation programmes falter because they don't mainstream within the organisations they seek to affect – they are not strong enough to pull against the day job. Personal and organisational success of the programme depends first on delivering **your** organisation's targets!

It is futile to fight the power of the day job – instead Total Place needs to become the day job – creating sustainable new ways of working. Leaders need to be a visible, engaged change sponsor without becoming bogged down in detailed 'doing'. Those who are 'doing' (including content experts, finance, customer insight and the frontline) need the support and permission to make Total Place a part of their everyday priorities – and to see how their everyday priorities deliver Total Place.

Leaders already have experience of balancing the future with delivering the here and now, and will need to draw on all of those skills as this balancing act moves into the world of partnerships.

Total Place also takes this tightrope into all levels of the organisation, where the need to maintain this balance may be new.

Getting a committed energised team is central – a team that will see Total Place as the day job. This requires:

- **Time** to build passion, commitment and energy for Total Place
- **Permission** to reprioritise their activities so that Total Place receives due attention
- **Protection** from requests that come as part of their old 'day job'
- **Commitment** from those 'above' (at all levels) that the work is moving towards change and improvement

Common pitfalls are:

Failing to realise how different/ challenging Total Place can be

The Total Place approach can be very culturally challenging; colleagues are using new approaches, different timescales (e.g. deliberately protecting time for problem framing) and working in new partnerships. Unlike many other projects or programmes focused on a specific change or service (often prescribed centrally), Total Place is about problem definition and solution; it's not always clear what colour the light at the end of the tunnel will be – or indeed the road to get there.

Failing to spend time developing buy-in and enthusiasm beyond senior leadership level

Total Place can be seized on by enthusiastic innovative senior leaders who then handover to colleagues with less exposure, clarity, energy and excitement. Those who first embrace Total Place approaches should spend time – patiently – developing the same excitement for potential within those who will have to redefine their day-job to deliver and sustain the new way of working.

Over-delegating to external consultants

There is a very powerful temptation to bring in external consultants to lead and deliver a Total Place project; however there is a **very real risk that capacity and legacy are lost**. This is in part about the capacity and learning that happens with new approaches, new learning. Perhaps more dangerously, the passion, relationships and powerful stories of the Total Place journey reside with – and leave with – these consultants rather than with the people who have to sustain the change.

Keeping too close an anxious eye on 'here and now' performance.

The pull of on-going performance is easy to underestimate. Ensure that performance functions are well led and well resourced. Support easy management of on-going day to day work, e.g. using a Balanced Scorecard or Dashboard. Explore how some of the day-to-day activities (e.g. budget exercises, regular performance management) might be amended to reflect what is happening in Total Place (e.g. can budget planning sit alongside the mapping work you might be undertaking – how can one support and feed the other?). Again the mantra is about making the day job and Total Place one and the same thing

Finally, how do you keep the culture energised and alive, and how do people understand that their day job has shifted as they have developed? You are probably asking professionals in your organisation to undertake reflective supervision. Do you do this? Programmes like Total Place offer opportunities to co-consult with colleagues elsewhere, find a mentor or learning set, or hold 'reflection sessions' with each other.

Using story-telling to reflect on the journey can help people reconnect with why they came into public service. Simple acts like complementing complaints reports with stories of inspirational service or visiting front-line teams to hear how the organisation can help them with ideas for change helps you keep yourself and the organisation fresh.

Finally, take time – personally and professionally – to recognise the significant effort and challenge that goes into driving and sustaining a Total Place programme is vital. Remember – at the end there is a new day job!

Linking up people across your system to generate new ideas and agreements – the power of multi-party conversations.

3

Section 3

Connecting the system to itself

Building the common narrative and language

Ruth Kennedy, Manchester City Region including Warrington and Croydon programme lead

One of the most common mistakes that we make in our enthusiasm to work collaboratively with colleagues from other organisations or sectors, is that we assume that we all start from the same place and from the same understanding.

But the reality is that even when people all have the same word in their job titles – 'children' or 'families', for example – they will think differently, prioritise differently, and bring different perspectives to bear on analysis, depending on what their originating organisation, culture and training requires of them.

It is enormously beneficial to design carefully some shared experiences which build a common starting point and language, before launching into saving the world together. This can enable – assuming you are brave enough to allow sufficient time – shared problem-framing of real depth and value, building common purpose and intent which will stand the project in very good stead.

Some techniques which we used in Croydon's Total Place programme which proved very effective in the early weeks included:

Systems thinking

We used systems thinking techniques – such as the drawing of rich pictures and the development of ideal systems diagrams – to understand better the perspectives we brought to the problems we were aiming to fix (in Croydon's case the achievement of better outcomes for children, focused on the early years). We explored our own mental traps, and realised that each of us only sees a small part of the totality of the system which needs redesigning. We began to see that fixing the early years system was going to need **all** of us: no one part of the system was to blame when things didn't work, and no-one could solve the totality of the challenge on their own.

> **"I can really see how this way of thinking and working can change the world."**
> **Police representative**
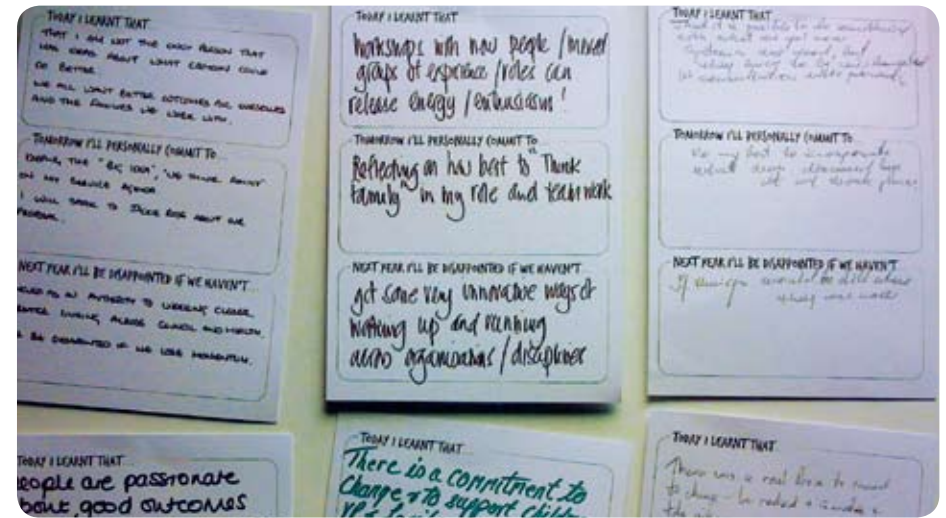
Listening together to the voice of service users

We held six workshops in the innovative space of ThePublicOffice – a leadership experience which uses video-ethnography to help participants see the world through the eyes of service users. These stories of families' interactions with public services showed us very powerfully how 'the system' creates all sorts of problems and unintended consequences. And they made us realise that we – collectively – **are** the system. We found our organisational differences fell away as we were energised by shared empathy to roll our sleeves up and collaborate together on system redesign. Exemplars of brilliantly customer-focused service design from all over the world and from all three sectors gave us inspiration to think differently and better. We took our emotion into our work, and created a wealth of ideas and incredible shared commitment to make change happen.

In Croydon all these activities involved participants from across the Local Strategic Partnership, including the Council, the primary care trust, the Police, child and

> **"I thought ThePublicOffice workshop was brilliant – very very powerful... For many people it was the first time that they had had a conversation like this with others from different organisations. It was genuinely inspiring and will precipitate change in both thinking and doing."**
> **PCT representative**

adolescent mental health services. the hospital, the voluntary and community sector. The events were deliberately held in neutral venues, in physical spaces which assumed no hierarchy and were specifically designed and facilitated to generate energy, ideas and fun. Small details – such as only having people's first names and not their job titles on their name badges; making people work in diverse groups from all levels and backgrounds; encouraging kinaesthetic techniques such as drawing – all signal to participants that the rules of the game are different, no-one organisation or individual is in the ascendency, and that everyone's contributions will be important and valued.

Triangulating your place – new conversations for Total Place

Karen Ellis, Leadership Centre adviser

One of the key initiating ideas for Total Place was the intention to create a process with a combined focus on customers, costs and culture – no easy task!

One way in which pilots are doing this is to convene and facilitate new kinds of conversations in their places:

- Between professionals and the public
- Between managers and leaders from different organisations and sectors
- Between politicians and communities

The conversations range from small scale negotiations to the development of new governance groups and large, creative events.

These conversations have been about building trust, creating new relationships and generating new ideas. And one of the key learnings for many participants in Total Place is that conversations really can change things – unexpected agreements and unpredictable new moves have shown up in a wide range of stories to come out of the pilot areas.

So how does this fit with the idea of changing conversations, within pilots and between pilots and national colleagues in Whitehall and Parliament? In the figure opposite, I demonstrate a link between conversations and changes in social provision – each potential change requires a different sort of 'new conversation' or at least a new **style** of conversation. This new style can be simply described using one of the familiar mottos of Total Place from 'parent-child' to 'adult-adult'. It is a style that **maximises** direct and open requests, sharing of positions and **minimises** spin, 'managerial' speak and hiding behind non-functional professional jargon. And, for those of us steeped in the 'language games' of our professions, political ideologies and organisations, it's pretty hard to maintain! Even more so, while the pressure for concrete answers, evidence and 'good ideas' grows...

Total Place: Changing the way we think together
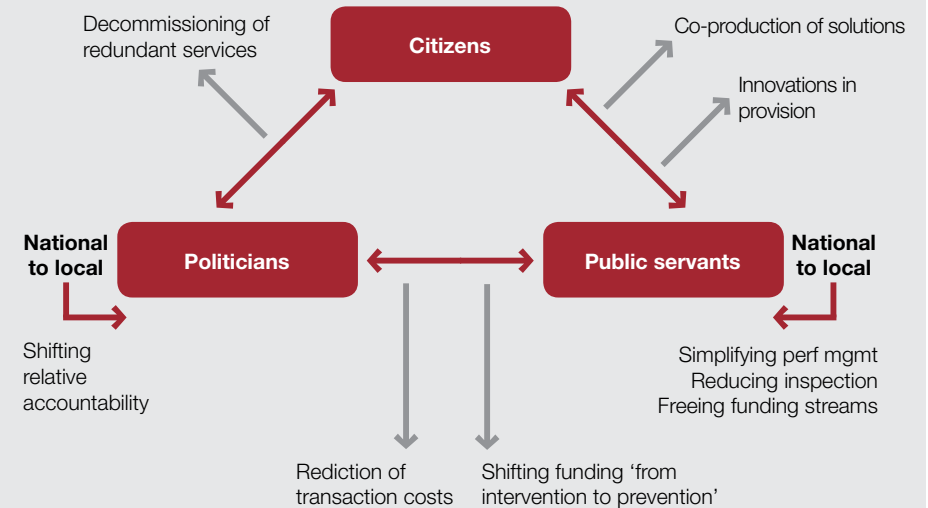
The question for Total Place has been how we push ourselves to be radical in these new conversations, rather than just resorting to the conventional answers? How do we balance the 'quick wins' of the solutions at the left end of my arrow with the potential for massive (albeit longer term) gains on the right. Especially when we can't 'prove' that ideas like co-production and publicly agreed decommissioning actually lead to expenditure savings rather than just identifying yet more un-met needs.

One way might be to recognise that some ideas coming out of the pilots have been fairly black-and-white, quantifiable and based on evidence. Others have been in the more challenging, more radical grey areas. Where we can't predict the results but we can make some guesses using our qualitative reasoning and professional judgement. In these days of hard targets and evidence-based everything, it can be hard to hold our anxiety for long enough to let the 'grey data' through – but if we don't, we run the risk of losing much of the thinking that has been at the centre of Total Place.

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Building a partnership protocol

Monica Fogarty, Assistant Chief Executive, Warwickshire County Council

When Warwickshire County Council first considered becoming a Total Place pilot, I thought – this has to be good news – a great opportunity. We were more than willing to look at anything that that would yield both tangible benefits and efficiencies…especially in this economic climate.

With a little unpicking it soon became clear that the Total Place programme presented the ideal opportunity for us to join up with our sub-regional partners in Solihull and Coventry…an opportunity to escalate the sub-regional working we'd been talking about for some time.

Our Total Place pilot has been a success on so many levels. It will deliver real improvements to the way we support schools and therefore improve the experience of those touched by services for children, plus also throw in a few efficiency savings and there is no question that it's the best way to work. That's the official stuff. Personally, I think the real success has been with our enhanced partnership working – the people and the organisations.

People from the 'top of the shop' from the three councils meet every fortnight. We clear our diaries, look at our non-existent papers and follow a loose agenda. We don't have papers for these meetings

and we don't stand on ceremony. We just get together around the table and talk about what's on our minds, what's working, what's not and what we're going to do about it. We let off steam, have a moan and do some fantastic visioning about the things that we can make happen if we can get our organisations lined up and sharing our passion. And then we go away and make it happen!

The relationships between the three councils are now better than ever. Our discussions are open, honest and often challenging. We have achieved an air of mutual support and camaraderie that you would want to bottle. To my mind this has had a significant and direct influence on the success of the pilot itself. But there is still some way to go if we want to sustain this positive way of working, particularly given that the financial, economic and political pressures upon each of our organisations will grow and demand much more return from far less investment.

Source: Wayne matthews - Warwickshire County council
From left to right: Jim Graham, Chief Executive, Warwickshire County Council; Martin Reeves, Chief Executive, Coventry City Council; Mark Rogers, Chief Executive, Solihull Council; Monica Fogarty, Assistant Chief Executive, Warwickshire County Council; Mike Attwood, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

In Coventry, Solihull and Warwickshire we are taking seriously the need to protect and sustain this relationship. So much so that we are developing a protocol for the way we work in partnership. We are defining the things that we find acceptable and unacceptable, things such as behaviours, language, communications, conflict resolution and many other things. We want to work together, and not fall out doing it. When it gets tough and we need to sort out the sharing of efficiency savings, or decide which council takes the lead on a shared service we need to be

able to deal with each other sensitively, but progressively. So investing in a Partnership Protocol is paramount and will hopefully sustain what we've built so far. But we need to give it life and roll out our new way of working across our many partnerships. We're all committed to doing just that and rest assured, if there is any sign of the Protocol becoming only fine words, we'll be having a dust-up!

Reaching the hearts of Herefordshire

Mari Davis, Leadership Centre adviser

'Reaching the hearts of Herefordshire' is a politically led approach to Total Place that connects local councillors with their communities, supported by public service managers.

With the reputation of national politics and confidence in public services at an all time low and the need to cut spending at the fore, the Conservative Leader of the council views the connection with communities to create shared solutions as vital.

Many of the Total Place pilots have focussed on thematic areas and involved political leaders and portfolio holders. There is the potential for this approach to leave other councillors feeling disconnected. If Total Place is firmly rooted in the councilors place - their ward - it becomes every bit relevant.

The purpose to our work in Herefordshire was clear and repeated often:

Place councillors at the heart of their community	Public services and community and voluntary sector work together differently locally
Empower and encourage communities to do even more for themselves	Do something practical – take action!

The themes varied locally and included:

- What can the community do to be even more self sufficient in health and wellbeing in Mortimer?
- What can the community do to sustain rural enterprise in Golden Valley?
- How can we work together to achieve shared solutions in Kingston?
- How can we create a thriving community for young people in Bromyard?

The greatest learning is that it **is** possible to restore confidence in rural democracy through Total Place. Politicians are of their place, recognise the resourcefulness of rural communities and know their electorate well. If given support they can work with local community leaders to save money in the place, to influence and listen rather than to control, and to convene public services around what matters most in their communities.

The approach to the programme was quite simple and consistent in each place. The process need take no longer than 10 weeks from beginning to end.

Initial conversations	Identify theme with councillor(s)	First planning meeting with councillor, community leaders and senior officers	First event
Variable	Week 1	Week 2	Week 6

Actions moving forward	Second event	Second planning meeting	Quick win issues sorted Conversations in the wider community
Ongoing	Week 10	Week 8	Week 6 to 9

Many solutions to the challenges faced by rural communities have been generated and are being taken forward. These include:

- investing in the broadband infrastructure
- celebrating volunteering
- combining community and public service assets in places
- changes to housing
- planning and transport approaches
- young people influencing services – all involving closer working between politicians and communities to generate shared solutions

If you are interested in using this approach your purpose needs to be clear and expect initial resistance from all sides – trust is hard earned in communities for good reason. Planning and celebration of what is already working paid off. Communities are fed up with over consultation and expectations around more funding need to be managed.

Further details being published shortly by the Leadership Centre.

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Finding novel ways of working with Whitehall

Steve Nicklen, Leicester and Leicestershire programme lead, managing partner, DNA LLP

Top tips:

- Learn together with relevant Whitehall officials and co-create solutions with them, rather than sending fully worked-up proposals for change
- Find a suitable, senior Whitehall 'Champion' who sympathises with your broad objectives and who will be willing to support you in your dealings with the centre
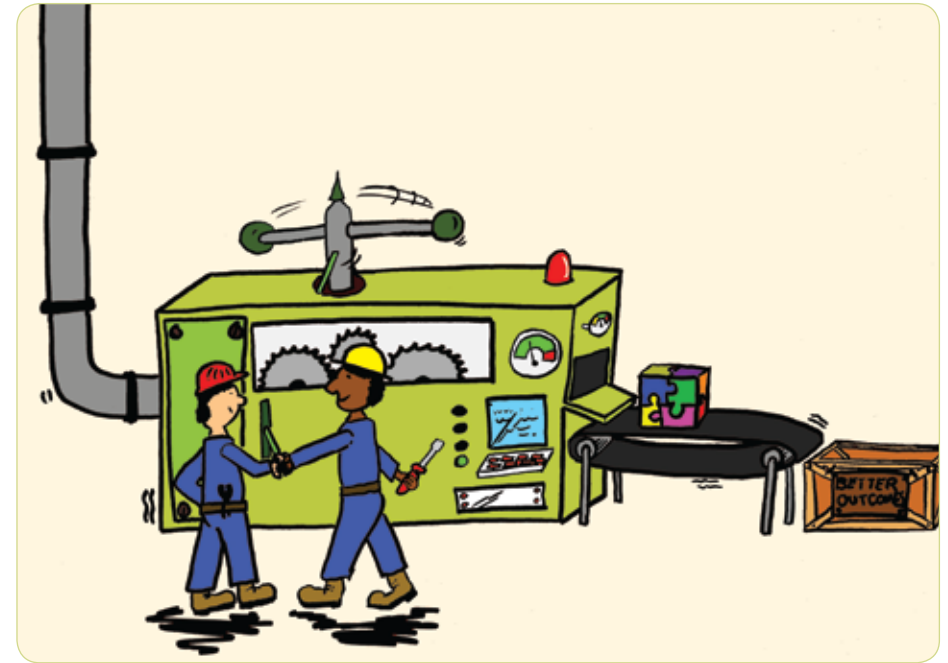- When you are given opportunities to make proposals, make them specific and evidence-based

Those pilots which have taken the opportunity of the high profile of the Total Place pilots in Whitehall to find new and more constructive ways of working have greatly benefitted from this. Specifically, they have made good use of the High Level Officials Group of senior officials who have been coordinating the relationship between the pilots and Ministers, they have forged good relationships with their Place Champions and they have taken up the chance to participate in joint workshops with civil service colleagues to progress their specific themes.

The traditional way of working between local and national government is for the former, individually or via the Local Government Association, to formulate proposals for change in policy and practice. These are refined and polished locally and then sent to Ministers. Then they are handed onto those officials who 'own' the policy/practice in question – they may well have personally developed them and certainly feel some intellectual and emotional attachment to them – who experience this, because they are human, as some kind of attack. From this frame of reference, they then see their role as to kick the tyres of the proposal. Their resources are such that they are usually able to kick them to destruction fairly soon. End of story, until the next round.

But some Total Place pilots have approached the matter differently.

First, the three pilots that shared the theme of drugs and alcohol misuse. Birmingham, Leicester/Leicestershire and Gateshead, South Tyneside and Sunderland, wanted from the start to learn together and to co-create solutions together. 'Together' means with the relevant Whitehall departments, including, but not exclusively, the Department of Health, Home Office, Treasury and Department of Communities and Local Government, as well as across the three pilots. The external advisors designed and facilitated workshops to this end. Where necessary they also liaised with the relevant officials on behalf of their pilots, helped in this by the fact that they had considerable personal experience of working in, or consulting to, Whitehall departments.

Second, where obstacles to progress have been experienced in some pilots, and this has been a rare event in the work to date, the presence of Whitehall Champions, at DG or Permanent Secretary level, on the High Level Officials Group, has provided a swift and effective way of facilitating progress.

Finally, it has been helpful when pilots have recognised where Whitehall can help on specific issues, and how they can be helped to help. For example the Leicester/Leicestershire pilot responded to an invitation by suggesting to the Treasury and CLG a number of specific changes to the national indicator set, which will have the joint effect, if accepted, of both improving the coverage of national indicator set and also eliminating the need for other, parallel performance indicators, significantly reducing the net burden of inspection, as a result. Specific suggestions for change were welcomed, where a vaguer, generalised request for improvement and simplification would have been less so.

Holding the line – managing communications in Total Place

Rebecca Cox, Leadership Centre for Local Government

If there's one thing that we discovered in being part of Total Place, it's that you get asked questions. **A lot** of questions. Questions that we didn't always have the answer to. So in all of this how did we keep everyone happy?

Total Place has a huge number of people, partnerships and organisations involved. The Leadership Centre sits somewhere in the middle of a web of place leaders, civil servants, pilots, programme managers, press, 'parallel places' and the interested public. That's a lot of 'P's to talk to! We found that managing expectations was key to keeping the task at a manageable size. It's very easy to fall into the trap of trying to please everyone, with the result that you could with very little effort fill your waking hours with preparing reports for all and sundry.

Within the project teams, it's important to negotiate responsibilities at the very beginning of the work. This can be a challenging time, as differences between, for example, more traditional, gantt-chart-driven organisations and those with a looser project management style can be a source of frustration. You'll probably end up with a plan that sits somewhere between the two. The plan will change over time as the project grows, but having the key responsibilities mutually agreed is crucial to the smooth running of the programme.

Externally, we kept a lot of the requests in check by the relatively simple expedient of sending out a weekly update that covers key events, publications and news items and directs subscribers to resources that will give them more information. The newsletter is also a great forum for alerting the Total Place community to questions from interested organisations – a much simpler way of connecting people than trying to find the answer to every query ourselves.
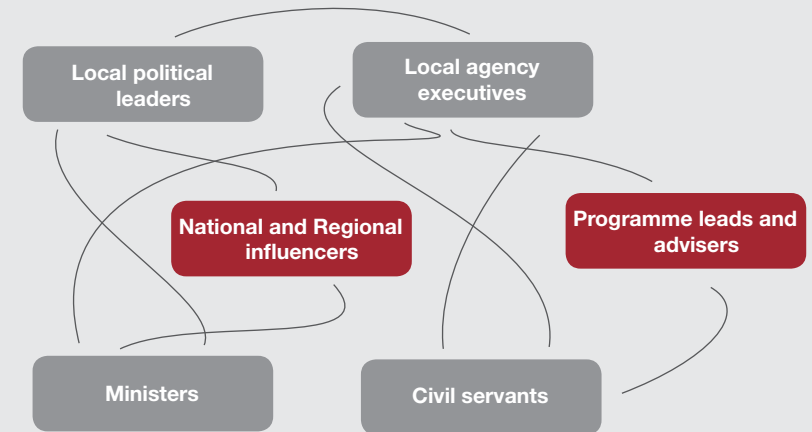
The online Community of Practice (CoP) is another platform that allows people to connect and share resources. It has a useful document library that means we can direct people to it rather than sending out information multiple times. It also provides a space for people working on Total Place to share their own resources and stories with a wider audience.

Our online resources have been discussed in more detail elsewhere, but it's worth noting that having a website is now a must for any project that has a public-facing element. Having a readymade answer to the most frequently asked questions saves a lot of time and energy that can be better applied elsewhere.

This article does read somewhat like a guide to avoiding actually speaking to people, but I hope that's not the message you'll take away. A project like Total Place inevitably generates a lot of interest, and it's easy to get swept away in the tide of queries that arrive. We found there were a few simple things that we could do to make the process easier for everyone involved and make the best use of our people and resources.

We are, of course, happy to answer any questions – just leave a message and we'll get back to you.

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Communities of practice

Ben Alcraft, Leadership Centre for Local Government

Communities of practice have been an integral part of organisational thinking since the term was coined by cognitive anthropologists Jean Lave and Etienne Wenger in their publication *'Situated Learning: Legitimate Peripheral Participation'*.

The phenomenon is as old as the most ancient of mariners, "formed by people who engage in a process of collective learning in a shared domain" (Wenger), whether it's a book club, an artists collective or a revolutionary clique.

We're all (invariably) involved in a number of pre-existing communities of practice: at the core, or on the margins of a club, network or group. They rely on a *development* of shared practice and transcend a simple common interest or purpose. A chance encounter with a like-minded peer does not, in itself, constitute a community of *practice*; but if that encounter leads to a second meeting and a practical discussion, then a community of practice is formed.

As simple as this very human concept appears, its recent coinage should not be under-estimated. And its contemporary, theoretical incarnation lends itself to a much needed and well-defined 'space' for practitioners to share experiences, stories, tools and techniques. The word 'practice' suggests that a community is 'doing' something when it meets. But a community is not 'doing' in and of itself,

as Wenger argues; we are 'doing' "in a historical and social context that gives structure and meaning to what we do".

That structure and meaning emerges from communities' discussions and can take many forms. These are just a few of the activities/goals we might convene for:

- Problem solving
- Requests for information
- Coordination and synergy
- Discussing developments
- Mapping knowledge and identifying gaps

The explicit knowledge that emerges within a community of practice is easy to share and involves the articulation of one's own experiences, not co-dependent on human contact. But there is also the tacit knowledge to consider, which is unconscious and harder to define, "the subtle cues, the untold rules of thumb", (Wenger). It's this duality of knowledge; the human contact and the articulated wisdom that makes the community of practice an invaluable tool for learning and developing common practice.

Components of a social theory of learning: An initial inventory
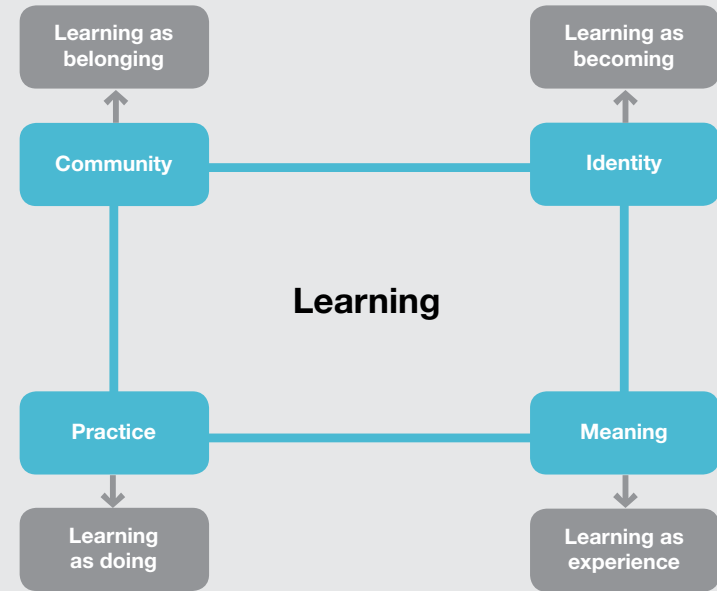
Source: Etienne Wenger

Of the plethora of organisations using the 'communities of practice' technique, the institution of government is no exception. The increasing complexity and scale, especially in times of austerity, suggests that capturing 'knowledge' is an ever-escalating challenge; and because of the number of players involved, there's no substitute for getting them in the same place, at the same time.

Belonging to a community of practice is not a linear learning process. There's no clear beginning, no clear end and communities come together, develop, evolve and disperse as they reach their natural conclusions. For the many players involved in Total Place; off-line and on-line communities of practice have helped to forge connections across organisational, departmental and hierarchical boundaries. And as we've discovered, the richer the membership, the more experiences, stories, tools and techniques we share.

Virtual spaces for Total Places

Rebecca Cox, Leadership Centre for Local Government

Like much of Total Place, the development of the online resources is still a work in progress. We've been learning by doing in a very real way. What follows are some of the ways we've found that the online world can support the offline one.

Firstly, online spaces can serve as **repositories of information**. This can be user-created, as in the Improvement and Development Agency's (IDeA) Community of Practice (CoP) document library, or more centrally controlled, as in the content shared on the Total Place website. Different kinds of information can also be published differently. For example, details of the governance arrangements of Total Place are static and don't need any input from users to be relevant and useful. In contrast, keeping information about what's happening in the 80-odd 'parallel places' across the country up to date is too big a task for any one person to do alone. Instead, we made it available as a wiki on the CoP so that anyone who's a registered member can go in and edit the text to reflect what's been happening in their place.

Online fora are also places for people to **share ideas**. This can be as simple as enabling comments on web pages, or taking advantage of tools like Twitter to start conversations with individuals and groups from a wider audience. The CoP embodies this best, as it provides a safe space for members to ask questions, share stories and give advice. It can take time and effort from CoP facilitators to help members do this without support from the facilitation team, but the investment is more than worth it. Creating a self-supporting community around Total Place will greatly aid the work's long-term sustainability.

The egalitarian nature of online working, combined with the tendency for participants online to be at the middle and lower levels of an organisation gives a wider range of people the opportunity to develop and collaborate on new ideas without needing endorsement from senior leaders. This helps to empower leadership at all levels and increase the capacity for innovation and creativity – all helping to develop better outcomes for local people.

The tools for doing all of this are readily available. We used WordPress and our combined in-house talents to build a website in a couple of weeks – it might not win design prizes, but it's **flexible, easy to use and free!** We also set up an online CoP on the IDeA's great communities
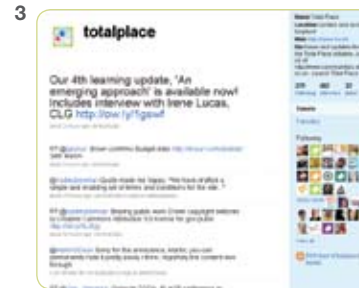
1 Total Place website

2 Communities of practice for local government

3 Twitter

4 YouTube

5 Facebook

of practice platform to allow a more interactive debate than is possible on the website. In addition to these two main channels, we shared content and contacts through Twitter, YouTube, SlideShare and Facebook, but there are lots of other (often free) services out there that you can make use of – just remember to make content accessible to as many users as possible.

This piece touches on just a few of the many ways that online resources can support the creation of communities around a large piece of work. Anyone interested in exploring further might enjoy Clay Shirky's *'Here Comes Everybody'* and Charles Leadbeater's *'We-Think'*. Don't be afraid just to start experimenting, though; there's lots to discover and you can try as much or as little as you like. See you online!

Find us at:

www.localleadership.gov.uk/totalplace

www.communities.idea.gov.uk

www.twitter.com/totalplace

Recognising the emotional impacts of change on people and the effects of social dynamics on groups and organisations.

4

Section 4
Being human

Unlocking organisations and enabling participation

Geoff Norris, Bradford and Kent programme lead, director of Team Consultants Ltd and BQC Ltd

Involvement in Total Place related activities means different things for different organisations. Understanding these differences is important if the project is to succeed.

The obvious differences between central government departments and local government is that they think differently, have different structures and very different cultures. Some have patients; some have clients; some have cases and some even have customers!

The basic premise of Total Place has to be the focus on securing long-term **sustainable efficiency gains**; it is **not** about **cuts or savings**. It's about identifying different ways of thinking and doing things and challenging existing systems, methodologies and approaches in order to deliver sustainable efficiencies.

Underpinning all of this has to be the focus on understanding the individual organisation's **culture**. In the Bradford and District Total Place pilot we quickly identified the varying cultural aspects of the key partners and players. We found it necessary to define culture as the **attitudes, beliefs and behaviours** that we experienced on a daily basis and how these directly affected their involvement in the project.

To ensure the overall success of the project we applied the **BQC Alignment Model**. By doing so we were able to maintain a sense of purpose and a focus on challenging the way we all worked against the vision-culture-structure-resources that were required in order to deliver a Total Place approach in Bradford and District.

The above model illustrates that unless organisational alignment is fully understood and appreciated, then the chances of an organisation achieving the desired outcomes is significantly limited. High-performing organisations are very effective in their approach to alignment. This is achieved through top level leadership that understands the interdependencies between the factions as outlined in the alignment model.

To interpret the model read across from left to right, the top line illustrates how you need to align vision-culture-structure-resources in order to deliver the results.

The BQC Alignment Model
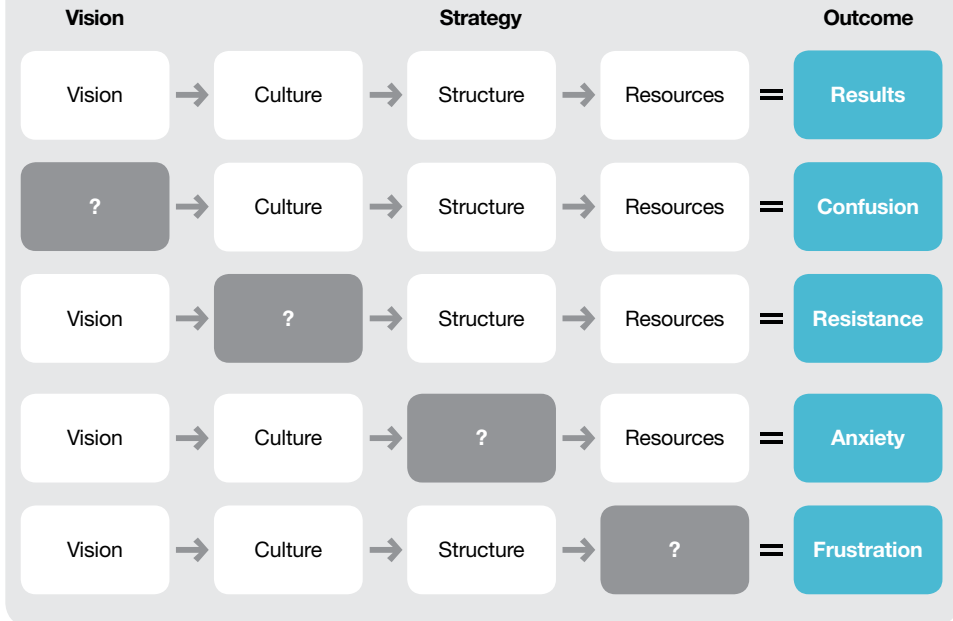
Please note that this model is protected by copyright and cannot be used or reproduced in any format without the written permission of Team Consultants Ltd & the BQC Network

The following four grey boxes illustrate what will happen if you fail to work equally on each faction and fail to understand and secure the interdependencies.

- **Vision**; owning the vision and aspiring to take the organisation into the future is a key leadership responsibility. If this is not achieved then organisational wide **confusion** is the likely result.
- **Culture**; understanding the importance of constantly seeking to develop the future culture (the what and the how). If the importance of developing the culture is not fully understood, then the outcome is organisation wide **resistance**.
- **Structure**; developing and securing the appropriate organisational structure. Failure to achieve this results in high levels of **anxiety**.
- **Resources**; the utilisation of resources to deliver the required outcomes is a key aspect of effective leadership that secures sound organisational performance. If this key area is ignored, then **frustration** will inhibit organisational progress.

In summary, a frustrated, anxious, resistant and confused organisation is not what you want; it will not deliver the required results!

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Why do people think the way they think?

David Bolger, Leadership Centre adviser

The following analysis is based on the work of Dan Gardner, particularly his 2008 book '*Risk: The Science and Politics of Fear*' (2008). In that work, Gardner develops a thesis about increasing global societal fear and risk aversion.

Other writers in this furrow include Christopher Booker, who has written extensively on how 'public scares' develop, such as global warming. For the purposes of this guide, Gardner starts his book with a helpful summary of how the human brain works, and some of the implications for the way people make up their minds and take decisions.

Gardner draws on research into the human brain to suggest that there are two key ingredients to human decision-making: the 'head' and the 'gut'. The head is described as reasonable, conscious, calculating and explaining. The gut is about feelings, intuition, emotion, and speed. These two components of the brain have evolved over different timeframes: the head is a relatively recent phenomenon, evolving in the past 200,000 years or so. The gut has been a key element in the brain's working for something like 2.5 million years. So it seems that the human brain is essentially a very primitive instrument in a sophisticated shell.

This has important implications for the way people decide things. In essence, their intuitive mind will jump to conclusions some time before their rational mind catches up. Plainly, this is ideal if you're about to be eaten by a lion but may be of less value when faced with knottier problems. Gardner takes the argument further by reference to the work of two psychologists, Kahneman and Tversky. Writing in 1974, their article on Heuristics and Biases tended to confirm that the idea of human beings as rational, calculating beings was at best a limited picture. They identified, among other things, a number of prevalent heuristics (rules of thumb) in human decision-making.

For example, there is the **anchoring** heuristic: this encourages people to take decisions unconsciously guided by some anchoring fact. So, for example, if a supermarket advertises a special offer on wine, but limits people to a maximum of 10 bottles, the evidence suggests that people will buy on average seven/eight bottles. Without the 'guide limit', they buy four/five bottles.

GUT	HEAD
Feeling	Reason
Conscious	Conscious
Lightning	Slow
Intuitive	Calculating
Emotional	Explaining
↓	↓
Primitive man fight/flight c 2.5m years ago	c 150-200k years ago

And the **typical things** heuristic is just as interesting. In research, people were asked about the probability of 1000 people being killed by floods in the USA next year. The average probability was around 0.5. But those asked about the probability of an earthquake in California, leading to 1,000 or more deaths was much higher. This is even though we know that the probability of two events is lower than the probability of one. So it seems that people can convince themselves of relatively improbable outcomes if they are given one or more plausible, if still improbable, hints or guides.

This is the argument that Gardner, Booker and others use to illustrate why major 'scare' stories can develop, despite their inherent improbability, and is a useful indicator of the limits of human rationality.

Understanding the emotional response to change

Roger Britton, Worcestershire programme manager, Worcestershire County Council

Once the momentum of change has begun those involved will have a reaction to it. The theory here suggests that such reaction is inevitable and unless we deal with that reaction, and perhaps more important, the different reactions of different people, it may get in the way.

Total Place is an essentially practical and pragmatic exercise so what, you may wonder, is the point of a look at models of change which we all did in management training anyway?

The answer is simple. Of course Total Place is about results on the ground and in the current financial position we don't have the luxury of contemplating our navel and engaging in woolly theorising. But people in organisations don't behave like boxes on a structure chart and if we pretend that they do then even the best solutions will fail.

What is needed is a simple and robust understanding of how people and organisations change. This may not stand the finer tests of academic scrutiny but will provide a practical framework upon which the delivery of transformational Total Place can be delivered. It will, if shared, facilitate discussion by providing a lingua franca for the process.

The most useful way of thinking about the way individuals respond to change is by using the Kubler-Ross approach. This was originally devised as a way of looking at grief but has emerged as a valuable way of plotting human reaction to all significant change. Unlike the force field approach there is little value in attempting to plot where individuals sit on this curve, although it can be a useful tool for an individual to follow their own reactions over a period of change. The real value in sharing this model is to keep reminding all those involved that people will be at different points along the curve and that those doing the detailed work are more likely to be ahead of others, so when they are positive and enthusiastic others simply will not be and have to be helped along their journey.

The Change Curve

Satisfaction

Denial

Resistance

Exploration

Hope

Commitment

Reaction to the change process

"I'm happy as I am"

"I'm not having this"

"Could this work for me?"

"This works for me and my colleagues"

"This isn't relevant to my work"

"I can see how I make this work for me"
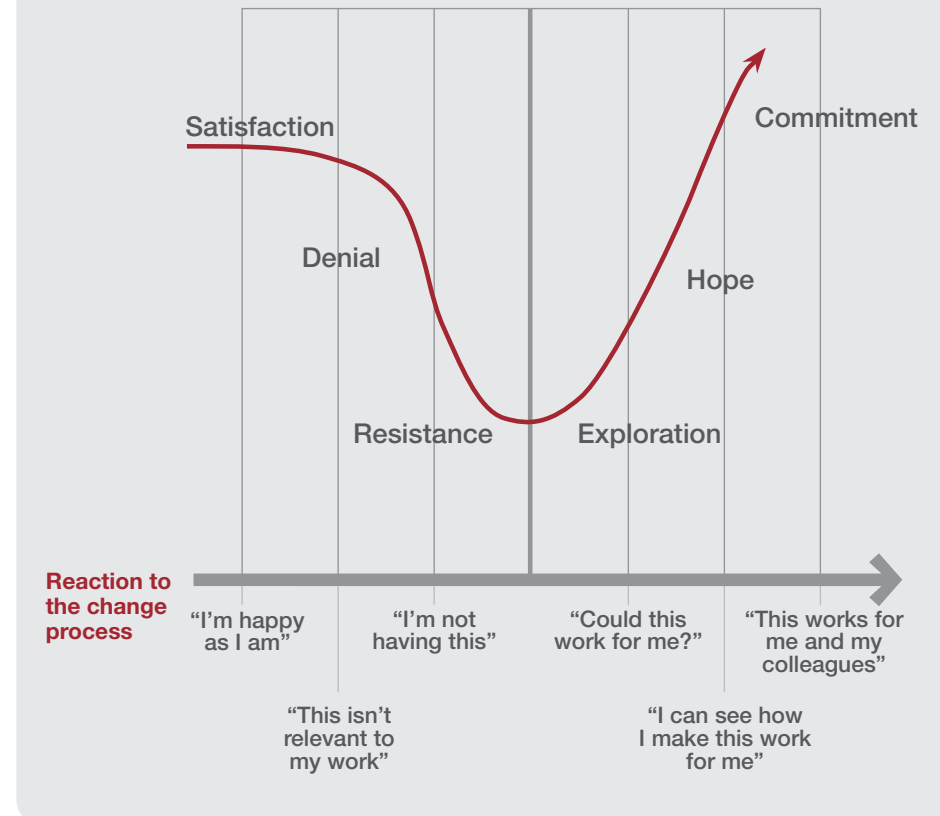
Source: Elizabeth Kubler Ross

In dealing with all this the essential tool is communication. Obviously communication must be clear, accurate and timely but as well as the **what** of communication we must turn our attention to the **how**. This does not refer to using newsletters or briefings but to the way we manage the interactions which make up that communication.

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Managing conversations that matter

Ruth Kennedy, Manchester City Region including Warrington and Croydon programme lead

Leading place requires a great team. But great teams rarely start off as great teams: they usually start as a group of individuals, who need to learn how to work together as a whole.

Peter Senge argues that great teams are actually learning organisations – groups of people who over time enhance their capacity to create what they truly desire to create. This involves development of new capacities and fundamental shifts of mind – individually and collectively.

One way to encourage team development over the course of a programme is to set aside regular time for intentional shared reflection. Asking good questions and listening well to the answers is a very powerful skill that can help us understand more about others and ourselves. If we get this right, information will flow, learning will emerge, cultures will shift and connections will be made that help transform experience into insight which informs different thinking and doing.

How do we do this?

It can be a challenge to get senior people to set aside time in busy diaries for 'reflection', and you will need to persuade them of its importance! Once participants have agreed in principle, get the time secured in their diaries for a regular slot – perhaps every 4-6 weeks. A good session will need at least 90 minutes. It is particularly important that the conversations are well managed and

facilitated, so the group quickly senses that the sessions will be personally and collectively valuable.

Having a framework in place can help the conversation feel 'safe' for participants and ensure the time is focused and fruitful. A very simple tool for managing such 'conversations that matter' is the ORID framework which gives the group a structure to think within.

Participants consider their personal responses to a set of questions, and then share their thinking with each other. Opposite you will see the ORID framework for a focused conversation. The questions under the headings are illustrative of the kinds of question that can be used.

How might a conversation work?

Move through each heading (O,R,I,D) in turn, asking the group to write down their personal response to the questions, working on their own. This may take 10-15 minutes for participants to complete. Then invite each member of the group to share their reflections under Objective. Once they have listened to each other and discussed what they have heard, follow by sharing their thinking under the 'Reflective' category, and so on.

Objective
(What has been happening?)
- What happened: facts, issues?
- What words or phrases do you remember/stand out?
- What are some of the key phrases or images?

Reflective
(Your personal reaction – emotions, associations with the facts)
- What surprised you?
- What was the highpoint for you?
- Where did you struggle?
- How did you feel as a result?

Interpretive
(So what? What does this mean?)
- What were the people saying?
- What does this mean for me/us?
- What are we learning?
- What are some of the deeper questions you hold now as a result?

Decisional
(What now?)
- What is your/our response?
- What can you do here about these issues?
- What actions can you take?
- What are the next steps?

What will we achieve?

The framework gives individuals space to consider what has been happening in the project for them, and to share those reflections in a structured way. You will find that this both builds a common sense of what is happening and the learning which is being experienced through the work, **and** allows insight into how things can be experienced differently by different people. It builds common purpose and secures shared decision-making.

"**Once you begin to master team learning or systems thinking, it is very difficult to play the old office game of optimizing your position at the expense of the whole.**"

Peter Senge: *The Fifth Discipline Fieldbook* (1994)

"**The reflective process has been excellent. When I first saw that we were going to do this I said 'Oh no!' but in fact I have really found it has enriched the whole process. It has been good for us as individuals and as a team. It has made us come together and really share. When you come together and reflect together it really helps us to understand not only our own positions but that of others too. I think that it has been very important and quite profound in terms of the work we have done and the leadership we are developing.**"

Croydon Director, Total Place (2010)

Working in groups – understanding our social needs

Karen Ellis, Leadership Centre adviser

Once you get going on your Total Place work, you will notice that you are spending **a lot** of time in groups – formal meetings, large system events, design groups – and that sometimes either your or others are definitely uncomfortable in those groups. Total Place creates a strong emphasis on collaborative working and on getting together to uncover, create and negotiate.

There is always as risk that we then assume (often against previous experience) that working in groups is always 'a good thing' and is relatively trouble free. Not so.

You will also have noticed that some groups, events and meetings work better than others – often because there is an effective leader or facilitator present. But what is it that these people are **doing** that makes the difference ?

One thing to consider is that an effective group leader or facilitator has, consciously or unconsciously, taken account not only of the task to be carried out but also the human social needs of the people in the room.

Many social and psychological theorists have had a look at groups and how they work (often those who have come from a family systems background) but two of the simplest and most comprehensive sets of ideas come from Bert Hellinger and David Kantor. Bert and David are both psychologists and therapists who began their work in family groups but who have later extended their work to social and organisational settings.

My own summaries of Hellinger's and Kantor's views of people's social needs are outlined in the figures opposite. There is a huge amount to be read about both of their work – I thoroughly recommend both to anyone who wants to work with groups more effectively. However, to get you on your way, you might want to think about whether the groups in which you work are currently addressing the social needs of all of their members – and the impacts on the task if they are not. For example :

- Belonging needs – are people properly welcomed and introduced to each other?
- Loyalty needs – are people's professions and organisations respected or are they 'bad-mouthed' or described in generic terms – "the NHS always does x"?

Personal needs within the group
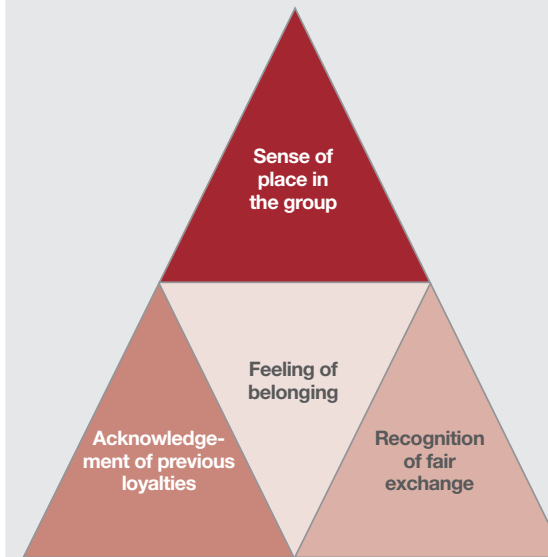
Adapted from the work of Bert Hellinger

Human social needs
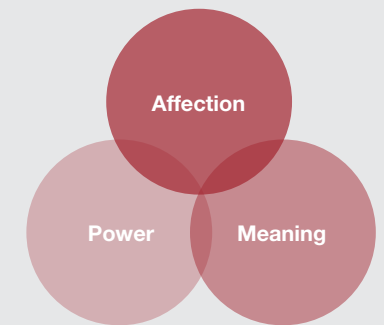
Adapted from the work of David Kantor

- Place needs – do people know why they are in the group and what level of importance they have in it – leader, contributor, decision maker, interested onlooker etc?
- Fair exchange needs – are all players bringing something of value and is that value respected by everyone in the group – resources, expertise, perspective etc?
- Affect needs – is there an atmosphere of warmth and collective endeavour, even when there is conflict in the air?
- Power needs – do people balance air time and allow themselves to be influenced as well as expecting to influence others?
- Meaning needs – is there a sense of common purpose, of what this group is here to do at this time?

If the answer to any of the questions above is a resounding 'No!', you and the group leader or facilitator may want to have a look at that question. It may also be an interesting area of conversation for the group as a whole as well (although groups tend to avoid these sorts of discussions until things actually do start to go wrong).

At the very least, try to introduce some of these ideas into your own thinking and start to notice how you could make a difference to the group by your own actions, even if no one else knows what you are doing!

You can learn more about Bert's and David's work at www.hellinger.com and www.davidkantortheory.com

Why don't we do what we know how to do? And why do we do things we know don't work?

David Bolger, Leadership Centre adviser

Opportunity and risk for Total Place

Why is there so much knowledge in the world that, collectively, we choose to ignore? Why is it that we so frequently work long and hard, against astounding odds, merely to 'discover' insights which are already well known? And it also seems pretty clear that, not only are we reluctant to 'learn' some well-worn lessons but we are also stubbornly resistant to unlearning some lessons which are plainly wrong.

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What might the reasons be?

Here are some suggestions:

'Ignorance'

Just because something is 'known', doesn't mean everybody knows it. We need to check that known ideas, like the value and challenges of partnership work, really are well known and understood; maybe we've just forgotten, and need reminding.

NIH, Not Invented Here

Sadly, there are people who will ignore a good idea just because it wasn't dreamt up by them or their people.

Timidity or fear

Sometimes even if people know in their hearts what should be done, or indeed what should be avoided, for some reason they don't speak up or act accordingly. It may be that they don't actually wish to see the desired change implemented, perhaps because the change may mean some difficulties for them personally. Or perhaps because it offends some deep-seated belief, which they are loath to **un**learn. Whatever the motives, it seems there are cases where key figures are knowledgeable, but don't act.

Failure to follow through

These are the cases where well-intentioned people have worked hard to see how things could be better, how more could be delivered for less, how prevention should be valued as much as cure; and so the list goes on. But for some reason, they don't carry on with the job.

What are the lessons from the Total Place initiatives?

- We should respect the past: much has been learned by our predecessors which we would be unwise to ignore.
- We should be open to lessons learned by other people in other places.
- Ask yourself why you or others are really resistant to a new idea/proposal/way of working; are you quite sure the reasons are real?
- And perhaps most importantly; let's persevere with new ways of thinking and working, at least for a while. If we're convinced that they offer a better future, let's give them a chance.

Making the most of your 'critical friends'

Roger Britton, Worcestershire programme manager, Worcestershire County Council

Getting at the answers to 'wicked issues', those multi-faceted, messy and complex challenges which face society, demands high levels of expertise.

Therefore to stand any chance of success an expert and experienced team has to be established, drawn from all the partners, who will explore the issues and come up with valid and deliverable solutions.

Our experience of such teams is that they work best when liberated to get on with the job. Within the team status has to count less than contribution and different perspectives have to get an appropriate hearing. Where the members of the teams have genuine operational experience and intelligence then we found that they were willing to address all angles on the issue for instinctively they placed the client or customer as the focus of all discussion.

This is clearly good news. But there is a caveat; the tendency to operate from within the confines of an, albeit extended, professional framework based on accepted norms and parameters. At best this is a constraint to creativity and at worst it results in groupthink. To be crude – nobody asks the stupid questions!

Inserting 'stupid questioners' into the group or providing expert facilitation for each session does not work because it changes the dynamic of the group and, at least in our case, there are not the resources to deliver this.

Exploring solutions to this we alighted on the television programme Dragons' Den and saw the benefit of robust challenge and exploration of the ideas. The deliberate tension or confrontation of this approach may provide theatricality to the encounter but may actually get in the way when the pitch is ideas and not a simple and tangible product. But we felt that the idea was on the right lines.

The solution was **Critical Friend Sessions**. The expert groups, which by then had gone through their own formation process, were visited by a group of senior people at Chief Executive, Leader or Managing Director level who were able to ask the stupid questions.

We approached this on the basis that:

- There would be more than two but fewer than six critical friends at any session
- Critical friends with expertise in the area concerned were discouraged

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- The session would last no more than one hour to force the pace
- It would happen as part of a planned meeting so the critical friends came to the group rather than the group being summoned
- The critical friends had a briefing on the approach and a short (one side of A4) account of the group's work
- The discussion began with a short introduction from one of the group members
- There was no agenda or script – the conversation would go wherever it went
- It was for the session to conclude if there would be any follow-on

So does it work?

From our experience the answer is a resounding yes. The visits, particularly as they were by the most senior people in the partnership, were appreciated by the groups and highly motivational. The critical friends were enthused by their ability to get deep into the issue and came away with a sense of personal ownership of the emerging solutions. The stupid questions emerged and in some cases stunned the experts with their simplicity and fundamental focus; but more than that took explorations to places which the expert groups have since freely acknowledged that they would not have gone.

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Neither ignoring nor being overwhelmed by the power hierarchies we work in – using power to everyone's advantage.

5

Section 5

Using power differently

Orchestrating the leadership system

Sue Goss, South Tyneside, Sunderland and Gateshead programme lead, Office for Public Management

Switching on leadership

Partnerships offer the potential to break out of the assumptions and constraints that 'lock' member agencies into traditional solutions – they offer the 'unoccupied' space where organisational obstacles and 'group think' are less strong.

But partnerships have weaker power of agency than single agencies, so an important leadership role is to constructing the authority and power to act – connecting decisions to the delivery capability of partner agencies. A partnership remains 'inert' – unable to command or deploy resources – unless those linkages are made.

Leaders have two crucial roles – creating the experimental space in which new solutions can be found, and helping to 'switch on' the partnership so that current runs through it and it gains the power to act. In a partnership each player faces a choice about whether or not to 'invest' their leadership in bringing the partnership alive. It is hard to make anyone do this – since partners are usually volunteers – with heavy pressures to default back to organisational priorities. So the values, beliefs, rules of engagement and shared goals that will lead people to help the partnership succeed all have to be created – none can be taken for granted.

So what do good leaders do in partnerships?

- Help to negotiate the rules of engagement for all the partners – agreeing purpose, goals, values, ways of working etc – so that others feel able to invest their own leadership in success
- Create an environment where relationships can succeed
- Encourage learning, developing space to experiment, room for creativity.
- Broker relationships between different belief systems
- Use creative tension – drawing strength from difference – exploring ways to see 'many truths'
- Create trust and a sense of mutual accountability – enough to risk committing resources

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Orchestrating the leadership system

In a partnership there is never a single leader – leadership comes from several different places. It makes sense therefore to see a partnership as a leadership system. Often, when things are going right, someone is 'orchestrating the leadership system'- connecting all the leaders together and ensuring that the whole is greater than the sum of the parts. This might be done by one of the leaders themselves – the local authority chief executive or a skilled partner – or it might be the role of a partnership co-ordinator or project manager. In some of the total place pilots, it was a role carried out by the programme lead – and will need now to be transferred inside the partnership to continue. So what might 'orchestrating the leadership system require?'

- Keeping in touch with leaders between meetings, understanding their concerns and ensuring they are surfaced and addressed
- Paying attention to the different legitimacies and accountabilities of different partners – making sure they don't feel bounced
- Observing the process of working together – making sure everyone feels listened to and engaged
- Connecting up the political process – one multi-authority pilot, for example, had a meeting of the relevant politicians before each executive board to ensure support and a 'steer' when needed
- Keeping open links to Whitehall and the Government Office
- Encouraging the conversations that lead to trust – and action

Practising adaptive leadership

Emeritus Professor John Benington,
Institute of Governance and Public Management (IGPM)
Warwick Business School, University of Warwick

Airport bookstall publications tend to define leadership in terms of charismatic individuals making heroic speeches to mass audiences, or miraculously rescuing failing organisations from complete collapse.

However there is little evidence that leadership of this kind is effective in helping organisations and individuals to grapple with the kind of complex and often painful choices which are facing citizens and communities (e.g. in relation to ageing and social care; alcohol and drug misuse; crime and the fear of crime).

An alternative approach to public leadership is being tested by some teams in Total Place which draws on ideas developed by Ron Heifetz at the Kennedy School of Government at Harvard University (Heifetz R, Leadership Without Easy Answers, Harvard University Press 1997), and tested in a number of real life decision-making situations in the UK.

Heifetz challenges the myth of leaders as specially gifted individuals at the top of organisations, who solve other people's problems, in favour of an alternative model of leadership as an activity which can be (and is) carried out by people at many different levels of the organisation, and consists in jointly confronting difficult issues and taking shared responsibility for tackling them. Heifetz highlights seven dimensions of 'adaptive leadership', which can be summarised briefly as follows:

- Identify the adaptive challenge – be clear about which are the crunch issues to be tackled
- Give the work back to the people with the problem – challenge those who need to make the adaptive change to work on the problem along with the leader.
- Recognise that some of the most important insights about the adaptive challenge, and some of the most powerful leadership momentum for change, may come from people at the bottom rather than the top of the organisation.
- Regulate the distress – know when to increase the heat to get the change process cooking, and when to lower the temperature to avoid the change process boiling over or burning.
- Create a 'holding environment', physical or organisational, within which painful issues and changes can be worked

The seven principles for leading adaptive work

1 Get on the balcony
- A place from which to observe the patterns in the wider environment as well as what is over the horizon (prerequisite for the following five principles)

2 Identify the adaptive challenge
- A challenge for which there is no ready made technical answer
- A challenge which requires the gap between values, beliefs, attitudes and behaviours to be addressed

3 Create the holding environment
- May be a physical space in which adaptive work can be done
- The relationship or wider social space in which adaptive work can be accomplished

4 Cook the conflict
- Create the heat
- Sequence & pace the work
- Regulate the distress

5 Maintain disciplined attention
- Work avoidance
- Use conflict positively
- Keep people focussed

6 Give back the work
- Resume responsibility
- Use their knowledge
- Support their efforts

7 Protect the voices of leadership from below
- Ensuring everyone's voice is heard is essential for willingness to experiment and learn
- Leaders have to provide cover to staff who point to the internal contradictions of the organisation

Adapted from Ron Heifetz by Irwin Turbitt, Warwick University

through at a manageable pace and where truth can be spoken to power; mistakes can be discussed in terms of what can be learned

- Pay disciplined attention to the issues and confront work avoidance
- Move between the balcony and the battlefield. Leaders need to be able to get up on the balcony to take a strategic (helicopter) overview of the whole battlefield combined with an equally strong perception of what is happening

at the front-line of the immediate struggle on the ground

I and other colleagues at Warwick University have been testing out and developing this model of 'adaptive leadership' across the public sector. What would it mean for Ministers, Government officials, NHS managers, and the police to develop an adaptive leadership approach to change and improvement and innovation in Total Place?

Using rank differently

Mike Attwood, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

Total Place asks organisations to work more holistically than ever before. Often organisations in the public sector expanded services in years of plenty, only to retract rapidly when the money disappeared.

Of course it has not always been so stark, but it has proved difficult to hold quality of service and value for money in one approach. This sometimes results in a distancing of relationships between front-line practitioners, service users and senior leaders, where the top of the organisation seems to be holding the financial and target performance bottom line, whilst frontline staff can see caring and counting the cost as competitive jobs.

How can senior leaders use their rank differently? Strong leaders have always engaged within their organisation, with partners and service users. Total Place underlines the importance of whole systems thinking. Our experience is that bringing together service users, front-line staff and senior teams to work together on common service challenges in a 'diagonal slice' is very powerful.

For example, the Design Council's 'Public Services by Design' programme has helped local leaders form alliances to reshape Gateshead's sexual health services and start unblocking challenges with Children's Centres in Coventry.

There seem to be some factors that help:

- Authentic leadership matters. People must see that you believe that working systematically with users and practitioners enriches problem solving and unleashes new solutions. Occasional engagement special events bolted onto the existing ways of working will be spotted! People look for consistent behaviour messages. Are you expecting learning disability teams from health and social care to work together in one team and building, but not so willing to consider a common public sector human resources team or shared senior appointments?
- Keep clarity about roles and responsibilities. Using your power and position in a more engaging way doesn't mean that you're not still accountable for the strategy, budget and quality standards. Whole system approaches must be properly shaped with clear rules

and boundaries. There will still need to be tactical meetings between CEOs and Finance Directors to bottom out risk-sharing deals, but people need to know this and that their contribution to service design will still have counted in the run-up to budget and target sign off on 31 March.

- You'll probably be more successful if you make 'leadership through engagement' core to your organisation's business model and work toolbox. For example, the NHS 'e-cycle' sets out how public engagement can enrich all stages of

the commissioning cycle, from needs assessment to contract compliance. This approach helps the whole organisation work in a more engaging way whilst still being systematic. If you have an engagement team, they almost certainly need to shift from 'doing' the engagement to skilling up the whole organisation. A clear business cycle with an enabling development plan for the workforce can break down barriers between what can be seen as separate transformational and transactional aspects of commissioning.

Identifying innovative ways of working is not new to the staff. Inter-agency working is not new to our organisations and working across the sub-region is at the heart of some of our most important strategies. So why has the our Total Place pilot generated a new way of working for public agencies in Coventry, Solihull & Warwickshire. What has it given us that we didn't already have and why do things feel different around here...?

Within the current context, the importance of strong and committed leadership, willing to drive innovation, generate a collective vision and take risks where appropriate is crucial. Our steering group has provided and generated the momentum necessary to engage in dialogue across the sub region and crucially between ourselves and colleagues in Whitehall. Flowing from this leadership, we have the mandate to think differently and a growing confidence in being innovative.

Pilot status has further strengthened our confidence in thinking creatively by creating a 'safe space' in which to test and try out things. The innovation which flows from such freedoms cannot be underestimated and has taken both leaders and frontline practitioners to think creatively and tackle those 'elephants' which have been in the rooms of all strata of public services for years.

Gereint Stoneman, corporate planning manager, Warwickshire County Council

Making use of the power you've got

Karen Ellis, Leadership Centre adviser

It is sometimes easy to forget that power is a neutral force – it is 'the means to do work' rather than an inherently coercive or authoritarian approach to others.

When we are working in any group of greater than one, we all sometimes need power to get work done – we need to convince our colleagues that our ideas are valid, that they should put their weight behind our arguments, that they should (at times) desist from their foolhardy aims! Any healthy creative human system allows a good deal of creative conflict and so needs the individuals within it to both accept and give away power in the service of the work.

Most of us are so used to working in organisations that are arranged as authority hierarchies that we assume that the only source of power in human systems is positional power (ie the power conferred on people by the seniority of their role). This can lead us to dramatically distort our conversations in groups – giving maximum air time to those in senior roles and excluding a range of people who have expertise, direct personal experience or good ideas about the matter in hand.

If we remember some of the other forms of power, we can use different interventions in a group to gain more power for our own views or, indeed to offer power to others, especially those whose input gets excluded by the group. The map of power types and currencies opposite outlines some of the common and uncommon sources of authority in a human grouping.

So, how could you use these ideas to assist you in your Total Place work?

Gaining influence for your ideas:

- Find ways of quickly demonstrating your knowledge power: rather than sending long documents outlining your ideas to the 'power players', create a visual, develop a two minute 'elevator pitch', get hold of some relevant numbers

- Emphasise your personal power: make sure you find an opportunity to demonstrate your style – volunteer to lead a session, facilitate a group, run a guided tour around a place of interest - anything that allows people to get to know you as a person rather than a role

- Build your alliance power: seek out others who see things in a similar way and who have influence in the system. Trade resources, assistance, personal support, thinking time

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Positional Power

People with positional power can:
- Offer others recognition, advancement and visibility
- Directly command resources (money, staff time)
- Provide opportunities for linking with others – contacts and networks

Knowledge power

People with knowledge power can:
- Provide information, ideas, expertise into the thought process
- Show where thinking is misguided or where pre-existing work can be used
- Provide contacts or references to people who have linked expertise

Alliance power

People with alliance power can:
- Include others into their networks and contacts
- Negotiate for resources from their allies
- Use the power of their grouping to gain weight for their ideas

Personal Power

People with personal power can:
- Draw people to them to generate new groupings
- Inspire others to learn, act and take risks
- Provide effective personal support and advice

Helping others gain influence

Often the people in groups who have the most to offer get excluded from the conversation – this is particularly common when the 'language game' of the majority is not known by the minority (e.g. when we include citizens in managerial conversations or professional staff in political conversations). If you notice someone is getting excluded, some of the following moves can help:

- Help them demonstrate their knowledge – give them a formal slot at the start of the proceedings to demonstrate their perspective. This can be via informal story telling, role play or formal presentation. Advise them to keep their input short and rich – 15 minutes is plenty and with as much information as possible.

- Make them feel at home so they can use their personal power. Welcome them carefully, refer back to them in your conversations, make plenty of eye contact, invite them into the conversation by asking direct questions.

- Help them build their own alliances. Introduce them to others who have interests in common, emphasise what they might gain from conversations with others, link them up with people with whom they can share information.

Again: remember power is a neutral force – your personal ethics dictate whether you use it for good or ill. So, more power to your elbow!

Shifting senior leadership alignment and style

Steve Nicklen, Leicester and Leicestershire programme lead, managing partner, DNA LLP

Top tips:

- Balance leading from the front in Total Place with a recognition of the pace at which others can move
- Place emphasis on the context of leadership, working primarily on developing relationships, on learning, or on driving towards specific goals, depending on that context
- Take a whole systems approach to leadership development interventions
- Challenge any mismatches between 'espoused' and 'real' engagement by partners

All fundamental change needs sustained, effective leadership to be successful. Total Place, in addition, calls for a wider range of leadership roles and styles than more narrowly focused traditional change management.

There is a paradox. Total Place has been most effective where there has been clear political and chief executive leadership from one or two individuals within a place. But leadership has also to be shared across organisations. It has had to mirror the changes in cross-organisational work it seeks to bring about. The prime movers need skilfully to strike the right balance between leading forcefully and recognising the pace at which others can move.

The kinds of leadership needed in Total Place must reflect the context. One model, shown opposite, illustrates this:

- 'Managerial leadership' is appropriate for many issues, where there is consensus about what is to be done and we know how to do it
- But many issues lack the necessary consensus, and 'Political leadership' recognises this through placing the development of trusting relationships and dialogue in the foreground
- Many Total Place themes are 'wicked issues', where we don't know how to make progress towards our desired objective. 'Adaptive leadership' recognises this and places the emphasis on learning with others. For example, the three pilots working on drugs and alcohol misuse – Birmingham, Leicester/Leicestershire and Gateshead, South Tyneside and Sunderland – co-created solutions with each other and with the relevant Whitehall departments

Total place: leadership in context
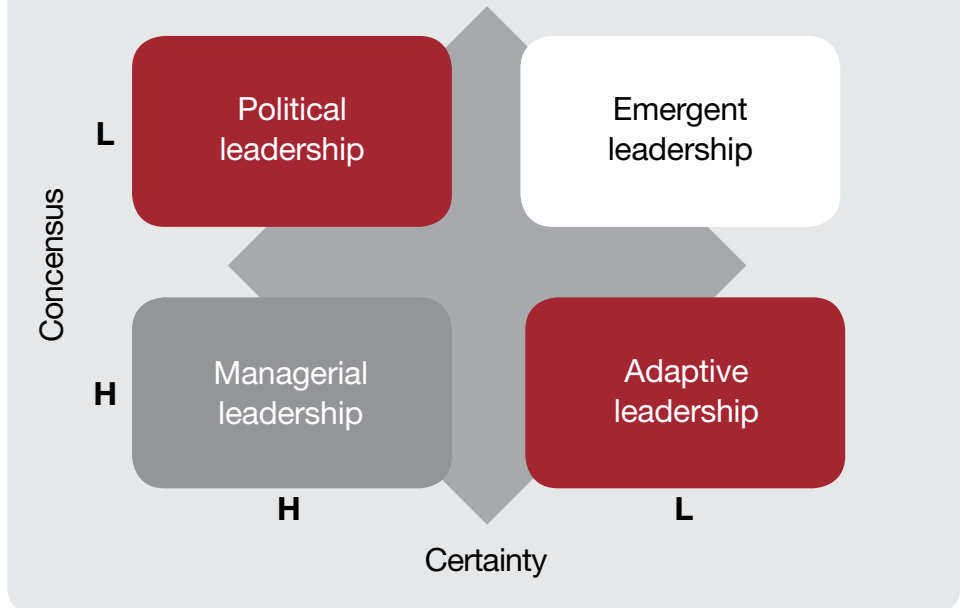
Source: Steve Nicklen, DNA Associates

Some places have invested in whole systems-based leadership development to support their leadership.

It is not enough for the relevant organisations' chief executives to say that they support Total Place. They also have to ensure that it is given sufficiently high priority within their organisations. One senior director said to me: "I support this, in principle, but it's not one of the three or four top priorities for my chief executive. These already take up all my time, so I don't see how I can support it in practice."

Sometimes it's OK in response just to 'push where it moves' and for an organisation that is peripheral to the main theme to decide that it will sit on the sidelines for the time being.

But sometimes steps need to be taken to confront misalignment between 'espoused' and 'real commitment', when key organisations fail to enable key players, with the right knowledge, skills and clout, to involve themselves in the real work. It's a judgement call what then to do. Should the programme advisor talk with these players about what can be done to help them find the time? Should he/she talk directly with their chief executives? Should he/she advice those more actively leading to intervene with the relevant chief executives? What won't do is to let the problem drift, because this can lead to the progressive disengagement of others.

Reviewing governance and accountability

Steve Nicklen, Leicester and Leicestershire programme lead, managing partner, DNA LLP

Top tips:

- Use Total Place as an opportunity to re-examine the appropriateness of local governance structures
- Building on this, open a dialogue, with local strategic partnerships, on public accountability, and with the centre, on new possibilities for financial accountability

Some pilots have used Total Place as an opportunity to rethink fundamentally the kinds of governance structures that are appropriate in looking at outcomes and expenditure across the place and in conjunction with the centre. The following considerations have informed their thinking:

- Existing governance structures can present obstacles to allocating resources and coordinating activity
- They encourage the complex flows of funds from the centre to the points of service delivery, with the significant attendant administrative costs and increases in the burden of performance management and inspection
- They can confuse the public, the media and other partner organisations, as to where accountability should correctly lie. If Ministers are being held de facto politically accountable for issues, it is harder for them to agree to local decision-taking
- Whatever their other virtues and achievements have been, local strategic partnerships are not structures which can easily take the necessary, local, strategic decisions

The diagram opposite illustrates out the complexity of current governance structures, using the example of Leicester/Leicestershire in relation to one of the Total Place themes examined in the pilot there, drugs & alcohol misuse.

Leicester/Leicestershire has established a new Public Sector Board, comprising the Leaders and Chief Executives of the county and city councils the Chairs and Chief Executives of the four NHS bodies (2 PCTs and 2 provide trusts) and the Chair of the Police Authority and Chief Constable.

These new governance structures beg further questions about whether they should be accompanied, by new relationships with Ministers, on the one hand, and new financial accountability arrangements to Parliament on the other. Novel answers to these questions will raise further fundamental political and constitutional questions, and clarity will need to be reached on the relationship between such bodies as the Public Services Board and LSPs. But they do highlight a possible route forward.

Leicestershire drugs and alcohol governance
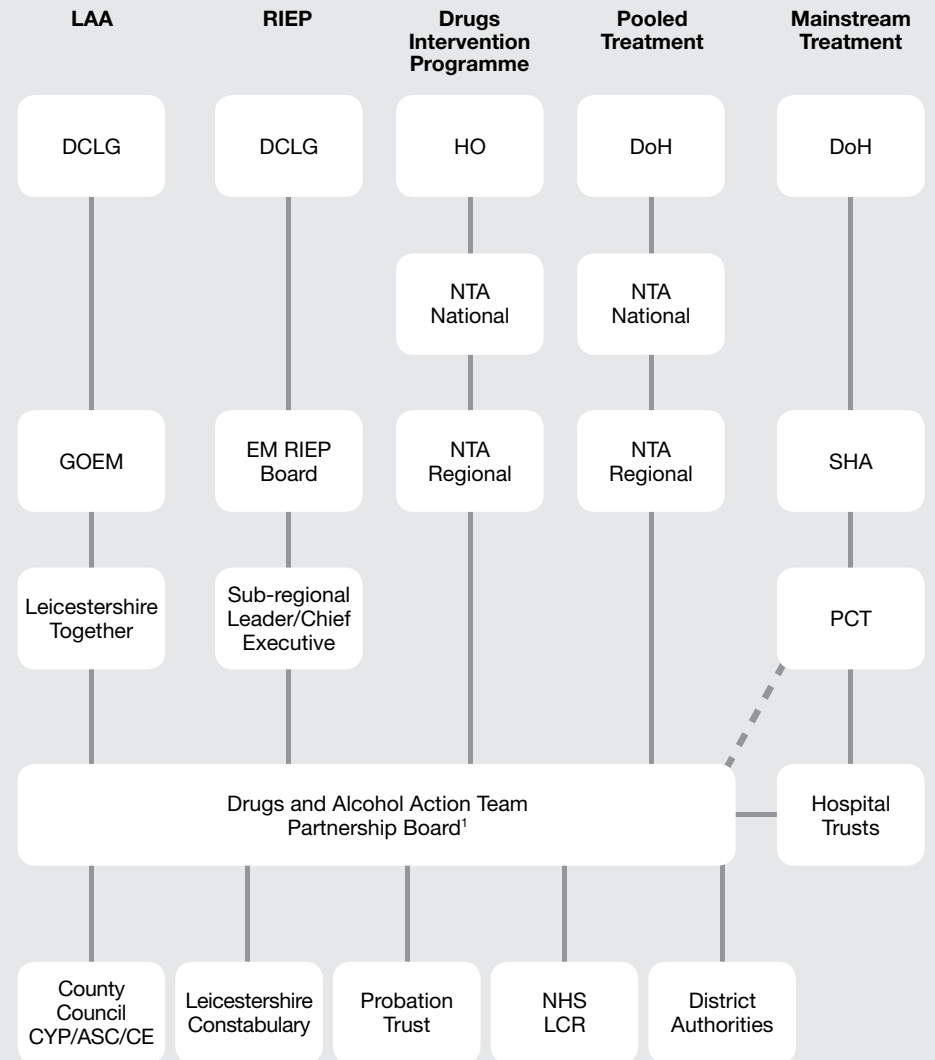
Key:

NTA	National Treatment Agency	**SHA**	Strategic Health Authority
DCLG	Department Communities and Local Government	**GOEM**	Government Office East Midlands
		PCT	Primary Care Trust
DoH	Department of Health	**RIEP**	Regional Improvement and Efficiency Partnership
HO	Home Office		

[1] This governance map relates to the Leicestershire and Rutland DAAT.

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Using data, stories and deep dives to find the information that begins to change minds: professional minds, leadership minds and political minds.

6

Section 6

Counting and story-telling

Calling Cumbria together

Leadership Centre for Local Government

In 2007 the partnership organisations in Cumbria declared a shared determination to improve more rapidly the lives of people living in the county. With the Leadership Centre for Local Government they created *Calling Cumbria*, which brought together hundreds of people from all walks of life in a new kind of conversation about what they could do better together.

We designed a programme which invited people to take part in one of two themed 'inquiries' each running over three days, leading to a large scale event involving 150 participants from across the public, private and voluntary sectors within and beyond the county.

The inquiries were based on themes that emerged from the exploratory phase and captured the interest of those invited to attend.

- "How can we work together to build the chance of a better life in Cumbria?"
- "How can we work together to surface the pride in Cumbria?"

The inquiries were designed to:

- Enable participants to know each other better
- Connect with the public they served in a fresh way
- Build trust and common purpose through shared experience

To get maximum impact from their time together during the inquiries, participants had to be open to the idea of doing things differently and relating to one another in new ways. It meant reminding them what they really cared about and legitimising the fact that they did. This personal shift was encouraged by a presentation of still photography near the beginning of the first day, set to music and showing evocative portraits of people of Cumbria.

The remainder of the first day, participants:

- Looked at new ways to work together based on relationships and interconnected needs
- Heard personal stories from inspiring public service leaders
- Learnt new techniques for deeper conversations
- Developed maps of individual and community needs
- Created a picture of the web of projects, partnerships and collaborations serving those needs

© Andy Smith photography

- Identified the communities or issues that participants wanted to understand more deeply

Day two of each inquiry took the participants out and about to engage in different and often spontaneous conversations with people who live and work in Cumbria. They visited a variety of places – anywhere people gathered – including day centres, schools, colleges, town centres and businesses. One participant said "I had a different kind of conversation with people so that's got to be a start. I went back to the day job and injected a dose of reality into discussions".

On day three participants mapped out their new understanding of the interconnected needs of individuals and communities, based on the conversations they had the previous day and the new insights they generated. They looked at the system of service delivery in which they operated and identified ways to connect and support projects and initiatives more effectively.

For more information on the Calling Cumbria inquiries, see the *'Calling Cumbria'* publication at www.localleadership.gov.uk/current/publications.

Using the power of stories to create movement for change

Cat Parker, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

When Coventry, Solihull and Warwickshire embarked on Total Place we were clear that it meant we had an opportunity to think and act differently. Change was a given in some ways, but large organisations can so often seem immovable.

One of our non-negotiables as a project team was that we took an opportunity to spend lots more time than is usual listening to the voices of front line staff and service users to understand how things are now and possible opportunities for change.

Stories stimulate the emotions, they make things real, and at best can change the way we act, think and feel. When a story is told well it creates an experience, how many of us have pondered about a book or film long after it ended? Somehow they stay with us.

Time spent listening to people's stories has done two main things:

- Helped us to understand the journeys of our customers in ways that we hadn't before, uncovering new perspectives and possible solutions
- Validated some of the hunches we had about our services, which are now impossible to ignore

Some of questions we posed, and our thoughts and actions in response to them might help you to consider how to use story telling to stimulate change in your own place. We haven't got everything right, but in particular our work with young people who are not in education, employment or training has been very powerful in creating the impetus for change.

Of course to have any impact the stories need to be authentic, and the story tellers real. When you get it right, its about as powerful a tool as you can have to make people say "we can't carry on this way".

How do I use service user stories with the maximum number of people, across a range of places?

If the use of stories is not to feel exploitative, it is important to avoid the feel of a service user road show. It is simply not reasonable to ask the people who have invested time to do so over and over again. We filmed the young people that we spoke to. This was done in an unstructured a way as we could manage, to preserve the voice of the story tellers. For an area as large as ours this meant we could replicate the DVD, and use it in a number of settings, and in a number of ways.

What is the optimum mix of data and story telling, and can you combine the two?

Whichever stories you use, they are at their most powerful when brief and recent. They can be coupled with city wide data which puts the individual story into context.

We used our DVD, coupled with some data analysis to produce case studies of young people who were not in education, employment or training. This seemed to us to be a good mix of story telling, and understanding the cost to public services – key to Total Place. Importantly we've used the language of the young people to do this.

Where do I find story tellers?

We found that our front line staff were the best source of people and stories, they connected us with people who use the service and are a trusted point of contact for individuals. Most public sector organisations have tried and tested methods and individuals responsible for the engagement with service users. It's a good idea to channel involvement this way because it can be much more about a dialogue than a one off story.

To encourage employees to tell their stories you have to be creative. Graffiti walls and suggestion boxes (real and virtual) can be used to great effect, as can walking the floor. However, there is no real substitute for spending dedicated time with groups or individuals, encouraging them to open up and share their perspective.

If the process is to become truly embedded you'll have to be up front about what you'll do with the information and find a way of feeding back what has happened as a result.

How do I use a story to sell a vision?

Any possible vision of the future, if it is to appeal to all your listeners, must be described in different ways to appeal to all the senses. You can describe what you see, feel, taste, smell and hear in your new world. This makes the story come alive, and feel much more a part of a reality, as the stories about how things are now do.

Customer journey mapping

Deborah Szebeko, Founder and director, thinkpublic

What is customer journey mapping?

Journey mapping is a way of using customer insights data to visually represent a user's experience of a service. It helps you to better understand, analyse and identify with the real experience of a service user. It also helps you pinpoint and map any opportunities for intervention, innovation and service improvement.

How does customer journey mapping work?

You can either work with the service user directly or draw on previously captured user insights and research to plot the customer journey map. The map's narrative can be drawn by identifying touchpoints and interactions along the service journey. Touchpoints are a point on the journey where an interaction occurred with another person, with technology, or with the environment. An emotional touchpoint is a point on the map where heightened emotion was experienced by the service user. A map can also include personal insights, anecdotes and images.

When is customer journey mapping useful?

Journey mapping can be used to:

- Identify where and how to re-design services and interactions
- Identify unnecessary elements of a service and calculating the impact of greater efficiency
- Precede the co-design stage, which involves service users and providers in designing better services with their needs at the core
- Bring a user's experience to life and get real stories and real insights into the process of change
- Reveal in detail the user's perspective of a service and it's touchpoints
- Help service users clearly communicate their experiences in sufficient depth and feel meaningfully involved in service improvement

Why is customer journey mapping important?

- Customer journey mapping can help to design and deliver services that meet the needs of people and frontline staff rather than just the needs of government
- The insights that customer journey mapping generates can help shape strategy and policy, leading to better customer experiences and more efficient services
- Customer journey mapping can confront preconceptions and help transform perceptions, acting as a call to action and contributing to culture change

How can you use customer journey mapping in Total Place?

Using customer journey mapping with Total Place's 'whole area' approach to public services can help to identify and avoid overlap and duplication between organisations. This can be achieved by understanding how users access and experience access services. This will result in identifying service inefficiencies and where savings can be made by joined up working, resulting in better services at less cost.

www.thinkpublic.com

On the back of an envelope: doing a high-level count

Leadership Centre for Local Government

How much money in total is going into a place? How effective is this spending in achieving what we want on the ground? Could we get more from the public pound if its spending was differently organised and directed?

These are questions which the taxpaying public and the recipients of services rightly have a strong interest in, more so in hard times. They are difficult to answer but they are central to the work of public, voluntary and private sector organisations collaborating to make their place better. The Leadership Centre for Local Government, Local Government Association and Improvement and Development Agency set out to begin to answer these difficult questions in Cumbria in 2008.

Framework

The UN 'COFOG' (Classification of the Functions of Government) structure, which is used by the UK government in its breakdown of government spending, was used to provide a common framework for the types of expenditure. Further information on the UN COFOG classifications is available at (**http://unstats.un.org/UNSD/cr/registry/regcst.asp?Cl=4**).

Local spending

Figures were taken from councils (including parish councils), the Regional Development Agency, police authority, NHS Trusts and PCT and strategic partnerships.

Government departments

The estimated flows of expenditure from government departments into Cumbria were calculated from the Public Expenditure Statistical Analyses (PESA) and supporting public information.

Non-departmental public bodies

Financial information was obtained for 104 non-departmental public bodies (NDPBs) spending money in Cumbria. Information for a further twelve was not available. NDPBs were excluded if they were advisory, tribunal, Foreign Office or DfID sponsored or do not have direct Cumbria connections (e.g. British Museum, Regional Development Agencies other than NWDA). NDBP data was treated as identifiable – and therefore included – in the PESA estimates of departmental expenditure as advised by HM Treasury.

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European Union

No area in Cumbria was eligible for Objective 1 funding (which promotes the development and structural change of regions whose development is slowed or lagging behind). However, much of the county was covered by Objective 2 funding which supports the economic and social conversion of industrial, rural, urban and fisheries areas (usually smaller than a local authority in size) facing structural difficulties.

The Sustainable Communities Act of 2007 enshrines the principle that local people know best what will improve the wellbeing of their area. It requires the provision of local spending reports so that people can see where the money goes and propose changes. *Counting Cumbria* was a step towards such reports and towards doing things better. While the methodology may be for experts the results are for all of us.

For more information, see the '*Counting Cumbria*' publication at www.localleadership.gov.uk/current/publications

Using the high-level count to best advantage

Steve Nicklen, Leicester and Leicestershire programme lead, managing partner, DNA LLP

Top tips:

- Use the High Level Count (HLC) to try out some specific ideas you have (e.g. the cost of inefficiencies in funding flows in relation to specific services) and/or to support specific cases for change you want to make (e.g. to reduce the local burden of inspection)
- See the analysis as a source of future additional Deep Dive themes
- Focus the internal or external technical resources carrying out the count with a clear brief
- Don't just let the count happen!

A common initial reaction to the counting strand of the Total Place was that it wouldn't show anything of particular interest. British Nuclear Fuel spend several billions in Cumbria and nothing much anywhere else – so what? Department for Work and Pensions spends a great deal everywhere, and the Potato Marketing Board much less everywhere – so what?

But those places that have used the High Level Count forensically and imaginatively have unearthed and highlighted among the most intriguing opportunities that have yet emerged from the Total Place experiment. Here are some illustrations:

First, the Audit Commission have concluded that, for every hand-over of a funding stream from one organisation to another, some 20% of the value of that stream is lost in administration. Opposite is the complex funding flow diagram for financial support

from Europe from Economic Development, developed by Deloitte as part of it High Level Count support to the Leicester/Leicestershire pilot. This complexity is expensive. Applying the Audit Commission's calculation, we estimated that the administrative cost of delivering £230m in supporting projects, is some £180m! This has provided the evidence base for a call for a simplifying of funding and for the radical stripping down of regional and other intermediary bodies.

Second, the High Level Count has also provided evidence to support responses within Total Place to the Government's offer, in its 'Strengthening Government' White Paper, to reduce the local burden of inspection. Leicester/Leicestershire calculated this cost as some £7m per annum. On this foundation, we suggested improvements in the NIS, which, taken with the dismantling of other performance

Economic development funding map
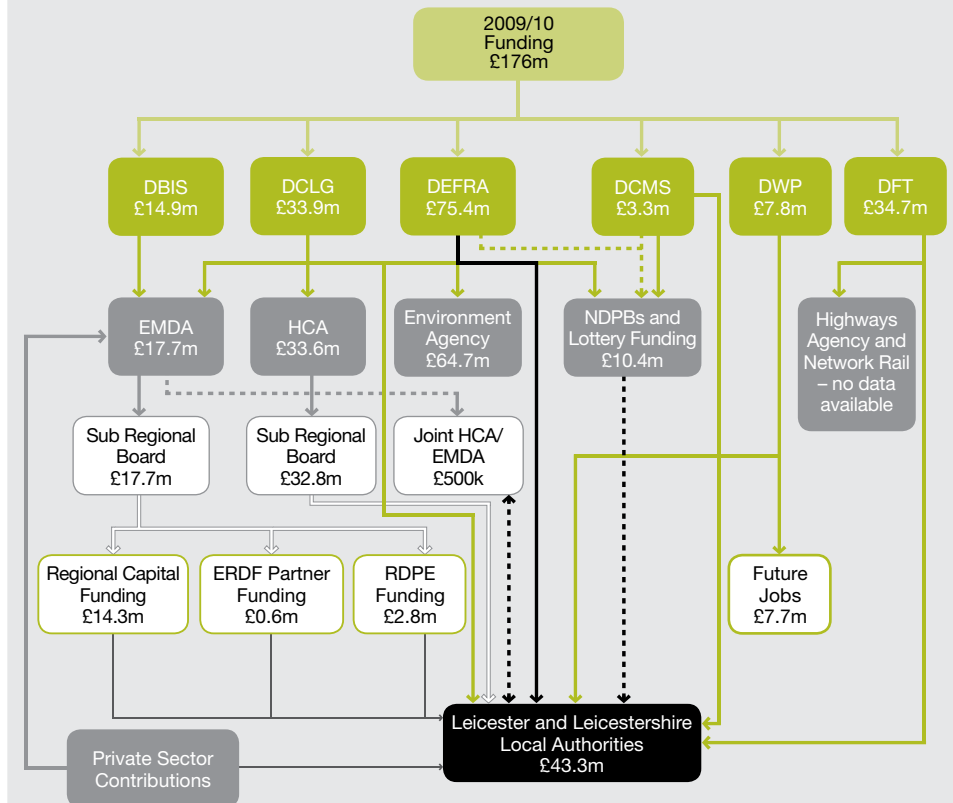
indicators these would allow (e.g. NHS Vital Signs Indicators and Analysis of Policing and Community Safety Police Indicators) should enable this burden to be greatly reduced going forward, perhaps by as much as £120m each year, across the country.

Third, High Level Counts have also been used to identify areas for future Deep Dives in localities, as Total Place moves into its next phase of becoming the way of working in localities across the piece. In many places, second and third

generations of Deep Dive themes have been identified, which are now waiting in the wings.

Finally, taking a purposeful and focussed approach to the High Level Count in some localities has avoided the disappointment in some others, where consultants brought in to provide the technical support needed to support the count were not been given a clear enough steer for their work. This has necessitated the reworking of data, and the inevitable increase in consultancy fees associated with it.

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Bringing data alive – one

Anne Pordes Bowers, Croydon programme manager, Pordes Associates

Mapping the flow of resources and funding is the bedrock of any Total Place project. It is much more than just 'counting', often exposing significant anomalies in service design, seemingly 'crazy' approaches to resourcing and of course embedded inefficiencies.

The 'big spreadsheet' is often the knee-jerk reaction to the need to map; identify the headings, put some numbers in boxes and do some calculations. There will need to be some form of a spreadsheet that will be necessary, but in the course of the Total Place project displaying the information in an insight-prompting manner is much more powerful.

Two innovations are shown opposite and overleaf. These have both been tried and tested and proved invaluable within Total Place projects

Top down: a mapping wall

A mapping wall is a visual representation of funding flows from source to citizen, with various ways of identifying services, institutions etc.

Bringing together service and finance colleagues from the range of partners the wall can develop over time as gaps and questions are identified and filled.

This visual approach:

- **Exposes insights we may have otherwise missed** (see the example opposite)
- **Acts as a focal point for discussion amongst senior leaders and others to discuss and reflect**
- **Compels colleagues from across organisations to share information as they can how it is informing the bigger picture**

Creating a mapping wall was relatively straightforward, requiring nothing more than a dedicated space, some post-it notes and a bit of artistic confidence. The more visually enticing the wall, the more powerful it becomes.

"The first time I saw the mapping wall I found it very arresting."
Caroline Taylor, CEO NHS Croydon

Very few flows directly to citizens

Big gap between services and citizens

Services within institutions

Lots and lots of service flows

Page 109
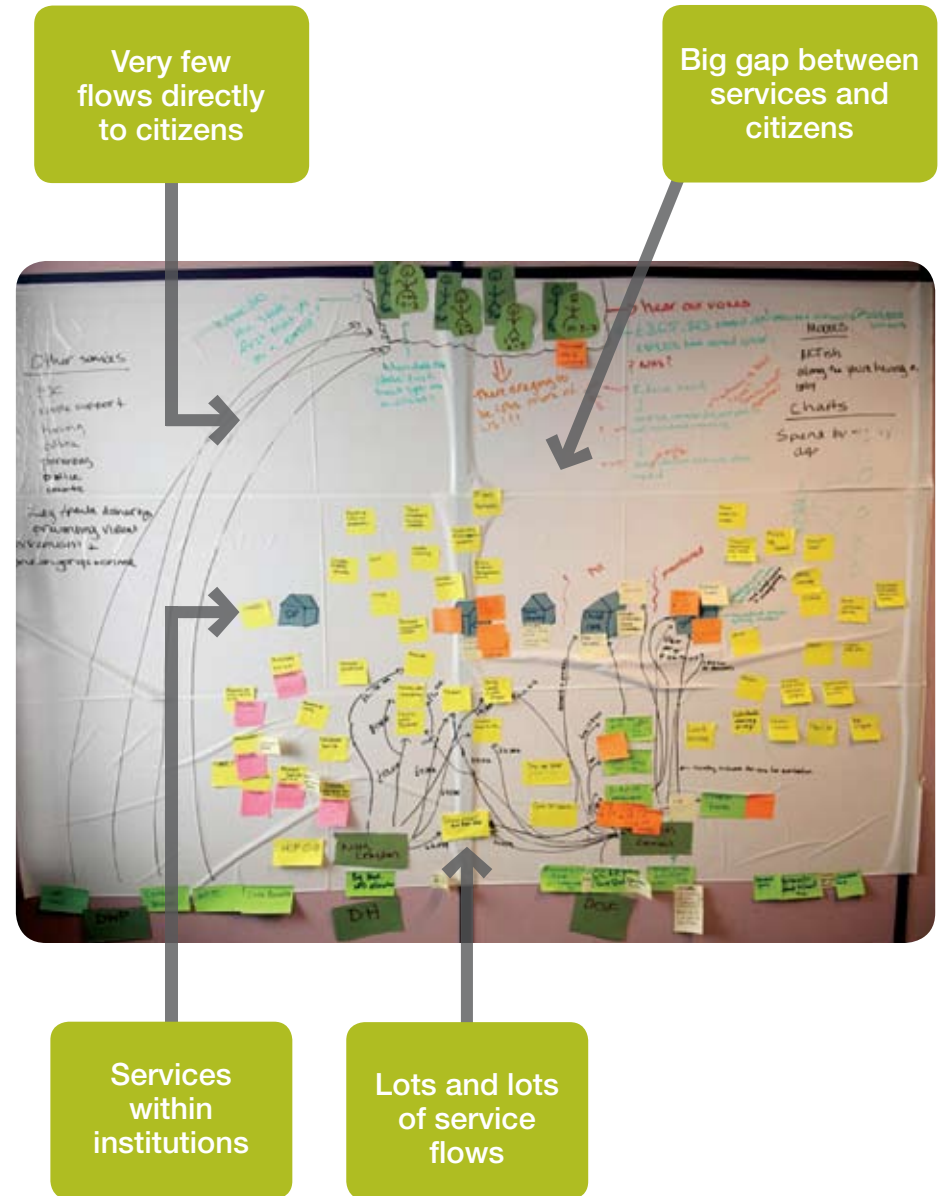
Bringing data alive – two

Anne Pordes Bowers, Croydon programme manager, Pordes Associates

Case Studies:

Using real life stories of families, anonymised but accurate, provides a rich basis for another form of analysis. Instead of originating at the flow of resources, the counting can start from the experiences of citizens or service users (e.g. a child).

Costs (both actual and time) can be ascribed to each of the 'stops' on the journey – as well as the distance travelled to get there (e.g. what is the cost of multiple repeat phone calls between citizens and professionals, professionals and each other around information, scheduling and the myriad other 'little things.'

This approach:

- Exposes the full level of resource brought to bare on a particular situation
- Highlights where services are working particularly inefficiently, exposing unnecessary time lags, the impact of failures to act on both citizen experience and the public purse
- Focuses thinking on particularly inefficient or ineffective touchpoints and stages on the journey

Expanding the scope

Both of these methods have been used to look at public sector resources and interactions. As Robert Murray said in his recent essay *Danger and Opportunity: Crisis and the new social economy*, the future of delivering social outcomes is a hybrid of The State, The Market, The Grant Economy and The Household. These visually captivating methods can of course be powerfully expanded to encompass all of these areas, creating even more opportunity to hone in on opportunities for improvement. As with all activities of this ilk, capacity and availability of information is the big challenge.

Family Bresha £56,890

Jacqueline Bersha is single parent with moderate learning difficulties. She had her first child at 16 and now has a 2 sons aged 5 and 1 and a daughter of 3. Her mother and sister support her, although they both have moderate learning difficulties as well. All members of the family live on the New Addington estate and only leave to attend Mayday A&E. Jacqueline has attended the same school and children's centre and has been able to access support for her eldest son with ASD on the same school site.

Timeline entries:

- Son born in Mayday (£2,600 for delivery) — July 03
- Social care involved as eldest son had an accident in his cot. There was no action as this did not meet thresholds
- Mother and children constantly attend Mayday Accident and Emergency Department.
- Portage worker allocated to eldest son due to delays with speech, poor behaviour and inability to make relationships (£8k a year) — March 05
- Daughter born in Mayday (£2,600 for delivery) — June 04 / July 06
- Daughter given a place at a private Day Nursery (attached to Children's Centre through Social Services Day Care Panel (£160 per week) due to concerns re the ability of the family to manage their circumstances — Jan 07
- Eldest son starts nursery (£1,935 per annum) — Sept 06
- Third child born at Mayday (£2,600 for delivery) — June 08
- Family starts to use the Stay and Play sessions at the Children's Centre (£12 per session) and Jumping Beans (£15 a session) — On going
- Eldest son starts mainstream school in reception (£2,890 per annum). Behaviour then seen to cause difficulties and school contacts Educational Psychologist. — Sept 07
- Educational Psychologist visits and undertakes assessments. Eldest child diagnosed with ASD. — Nov 07 onwards
- Eldest child starts Year 1 (£2,890 per annum) — Sept 08
- Mum attends Family Literacy (£886.67) — Sept 08
- Daughter attends mainstream nursery class (£1,935 per annum) — Sept 08
- Mum helps out and supports other parents at a parent led group Time 2 Talk
- Mum attends Family Numeracy (£886.67) — Jan 09
- Eldest son attends specialist ASD unit in Year 2 (£2,890 + £10K + £12,890 per annum) — Sept 09
- Daughter attends mainstream reception class. (£2,890 per annum) — Sept 09

Noticeable lack of proactive intervention and support given that family had numerous risk factors (i.e. teenage mother with multiple children and family history of learning difficulties) No follow-up when need doesn't meet threshold (i.e. When son doesn't meet social care thresholds)

Keeping it clear (if not simple)

Phil Swann, Dorset, Poole and Bournemouth programme lead, Shared Intelligence

The issues raised by Total Place are inevitably complex. The policy issues are often intractable. The financial and governance issues are challenging. And the approach demands a whole system analysis.

If there was ever a danger of not seeing the wood for the trees this is it. It is essential to be as clear as possible about what is being explored and what the key elements of a way forward are.

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Here are four top tips for keeping it clear (if not simple)

First, define the question. For example:

How can we secure improved outcomes for older people at less cost through greater collaboration between agencies, a deeper engagement with citizens and communities and a genuine focus on place?

Second, specify the propositions which are to be tested. For example:

That modest investment in state support – to create the conditions in which family and community support is available to former drug addicts – will enable them to continue their recovery journey following treatment and will reduce the overall cost of treatment and the social and community cost of abuse.

Third, use a crude formula to focus attention on the 'at less cost' element of the question. For example:

$$A - (B+C) = Y$$

Where:

A is the saving secured by reducing the number of older people avoidably admitted to secondary health care or unnecessarily receiving intensive social care services;

B is the increased investment necessary to develop enhanced community services in order to:

- Meet the requirements of those diverted from secondary care and intensive social care services;
- Prevent unnecessary use of intensive social care and secondary health services in the future.

C The cost of sustained provision in universal services and the development of social capital to help older people maintain their independence; and

Y is the contribution to responding to a significant reduction in public expenditure.

Fourth, a jigsaw puzzle analogy can provide a useful way of managing different strands of a complex issue.

Distinct work streams can be thought of as jigsaw pieces which are regularly put together to maintain the whole system big picture.

Taking your new information and working with it in innovative ways – using new ideas and theories and playing with your creativity.

7

Section 7
Thinking differently

Thinking in loops – the power of the multiple cause diagram

Karen Ellis, Leadership Centre adviser

Assuming that the Places we work in are complex living systems we need tools that allow us to think of them in that way, rather than trying to use machine like imagery.

So, for much of our work in Total Place, we need to shed our nice linear cause and effect diagrams, our neat Gantt charts and our assumption that we can always find incontrovertible quantitative evidence for our assumptions.

So, once we have dispensed with those tools, what can we use to replace them? Two of the most powerful tools for systemic thinking are multiple cause diagrams and rich pictures. There are many examples of rich pictures throughout this guide – this piece focuses on the use of feedback diagrams to share knowledge and generate new ideas.

All living systems are complexes of myriad feedback loops :

- Balancing loops that maintain the system around an equilibrium point (e.g. how your body maintains its temperature)
- Intensifying loops that cause escalation (e.g. how an infection can cause your temperature to spiral out of control until you have a fever – the more the chemistry changes, the worse the problem gets).

And social systems also run via similar feedback loops:

- Group norms, repetitive language and stuck conflict all act as 'balancing loops' keeping a system oscillating around its normal state
- Interruptions from outside agents, periods of anxiety and inflammatory language will all cause situations to escalate or change to a new state – sometimes for good, sometimes for ill.

One of the most powerful things we can do when we are trying to understand a complex system is to map out a **multiple cause diagram** that helps us understand the feedback loops and unpredictable non-linear behaviour of a human system. Jake Chapman is a brilliant educator in the systems thinking field who teaches the fundamental ideas to public sector leaders

Committee example
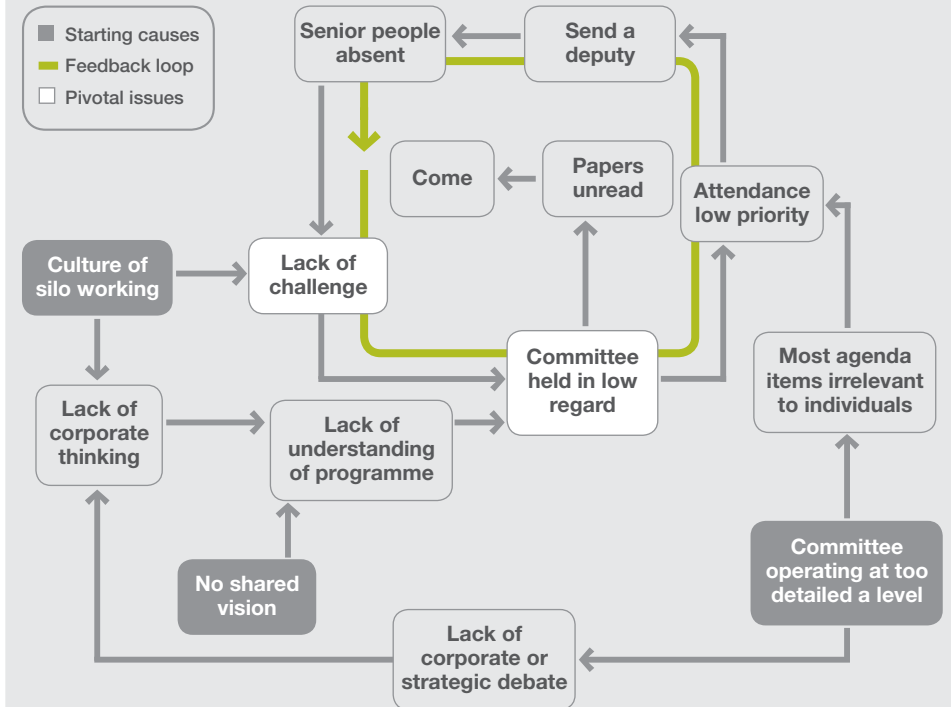
Diagram shown above is courtesy of Professor Jake Chapman, Demos Associate.

and managers. One of his multiple cause diagrams can be seen opposite, together with instructions for creating your own diagrams.

So, how could you apply this technique to your Total Place work? Once you have identified your theme, you will start to set up your Deep Dive process, bringing together professional experts, frontline staff, resource managers and, sometimes, citizens to get a richer, multi-perspective view of the issue at hand. Using multiple cause diagrams to clarify your own thinking in advance of the session can be useful in itself. However, running a session which allows people with multiple different

perspectives to examine the issue and all its complex cause-and-effect relationships can be an immensely powerful intervention. It's a messy process, with lots of discussion and argument but all of that discussion helps to build a strong shared understanding of the current situation and the likely results of any proposed interventions.

Articles elsewhere in this guide show examples of such diagrams, created by pilot places in the course of their Total Place work.

Paddling up the public value stream

Emeritus Professor John Benington,
Institute of Governance and Public Management (IGPM)
Warwick Business School, University of Warwick

There is a tension within the Total Place programme between two apparently contradictory pressures.

Several of the Total Place pilot projects have identified the risk that their work on Total Place could result in public authorities suggesting cuts in their own budgets – like turkeys voting for Christmas. An alternative approach has been discussed and tested by some pilots, (e.g. Leicestershire, Leicester). This involves applying Public Value Stream Analysis (PVSA) to some of the complex problems facing citizens and communities (e.g. alcohol and drug abuse).

Public Value Stream Analysis
begins by asking three key questions:

- What does the public most value in this situation?
- What will add most value to the public sphere?
- What are the key outcomes we most want to achieve jointly with citizens, communities and other stakeholders?

We then work backwards from the specific outcomes we want to achieve and trace in detail the stream of activities and processes which help to achieve (or hinder) those outcomes. As we trace that stream, we identify which activities create value, which allow value to stagnate or actually result in destructive, unintended consequences.

Value creation:

Public value is often co-produced at the very front-line of public service (e.g. between teachers and pupils in school class rooms; between nurses, patients and families in hospital wards; between police and local people, businesses and voluntary organisations in neighbourhood communities).

- Where specifically in the process is public value being built?
- How do we support and strengthen these points in the value stream and concentrate resources there?
- How do we strengthen these processes of co-creation of public value at the front-line?
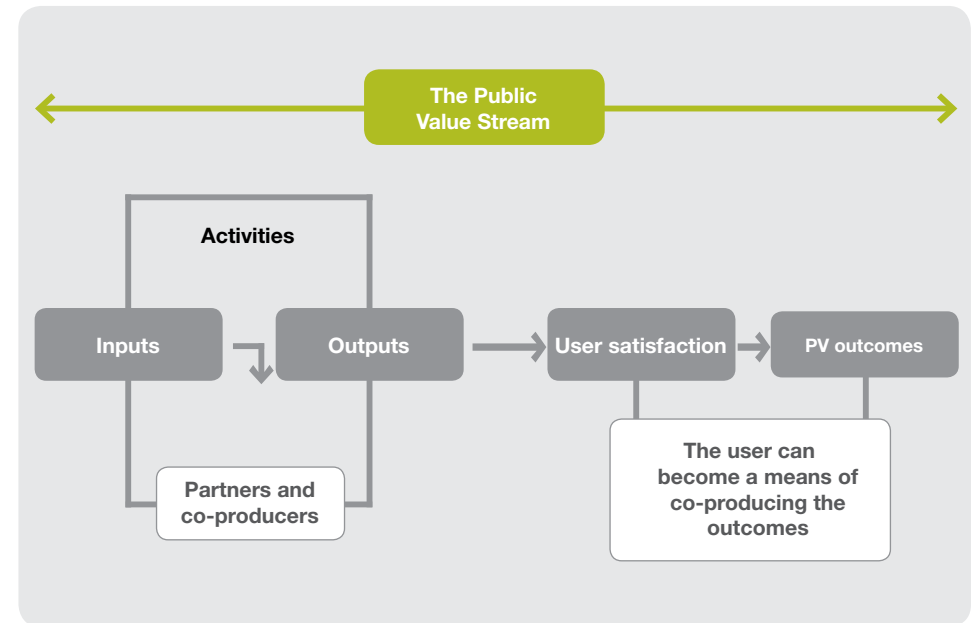
Source: John Benington and Mark Moore, The Theory and Practice of Public Value, Palgrave (forthcoming 2010)

Value stagnation:

This is where increased quality, productivity, and value for money can be achieved.

- Where in the process is public value lying stagnant or idle?
- How do we remove the blockages, and free up the flow?
- How do we re-align, re-energise and re-mobilise the efforts of de-moralised staff behind the achievement of public value outcomes for citizens and communities?

Value destruction:

This is where most savings can be made.

- Where is public value being subtracted or destroyed?
- How do we eliminate waste and leakage from the public value stream?
- How do we stop doing things which add little or nothing to the production of the public value outcomes we want to achieve?
- How do we remove unproductive stages or activities which interfere with or interrupt the creation of public value outcomes?

This type of analysis creates potential for a much more forensic approach to changing our processes, creating more value for the citizen at less cost to the tax payer.

Force Field Analysis

Mike Attwood, Coventry, Warwickshire and Solihull programme manager, Coventry City Council

Often the oldest tools are the simplest and best! Force Field Analysis derives from the work of social psychologist Kurt Lewin. Human behaviour is driven – by what we believe, the cultural norms exerted by the organisation and wider environment in which we work and the expectations of the system and those who exert influence within it.

Simply, Force Field Analysis enables us to map those influences that either support or resist the change we are trying to achieve. It is a very useful tool because it is quick to use and for those of us who may work intuitively, it is a way of stepping back and mapping the changes at work in the environment a little more objectively. For the more structured thinker, it can help us get over 'paralysis by analysis' by plotting one simple, overall picture of the whole system. This helps when anxiety and over-detailed analysis can slow us down.

In practical terms, the **driving forces** have to be stronger than the **restraining forces** to overcome inertia. It's also a powerful tool to use with groups of change leaders because it enables each person to map their own take on the 'for' and 'against' forces and for these to be compared and contrasted to build a shared view of how best to focus the energies of the team.

Usually the situation being handled is mapped onto a Force Field Diagram like the example opposite:

The arrows show the direction of each force as well as the scale of it. The evidence suggests that working to reduce or overcome restraining forces is more effective than strengthening the driving forces as this can lead to a mirrored increase in the power of the resistance. The tool also enables real conversations about what is driving resistance and whether genuine risks have been missed. In the NEETs example, national legislation, or at least permission to local Job Centre Plus teams, is needed to make sure that information is shared so that the young person who is NEET only has to tell their story once. Schools and GPs come from a long tradition of autonomy and force field analysis can lead to powerful dialogue about how the innovation of individual creative teams can be spread across the system through capacity building, workforce redesign and tactical use of incentives or contractual sanctions.

What forces affect the achievement of young people not in employment, eduction and training? (NEETs)			
Driving forces	**Strength**	**Strength**	**Restraining forces**
Cost of failure in the criminal justice system means that there is a clear understanding that a creative new approach is needed	→	←	Many schools want disruptive pupils who disproportionately affect average school performance to be removed
Some NEETs have survived the system and are championing change as mentors of their peers	→	←	Intergenerational worklessness is entrenched in some communities
Partners are prepared to risk share resources between agencies to invest upstream	→	←	Information sharing between Connexions and Job Centre Plus is very limited

"This is a handy way of actually plotting what's going on with the diagram shown here being populated with the various forces. This needs to be done as an explicit part of the work and then the specific forces addressed or exploited in the work plan, remembering that they will obviously change over time. The forces plotted on this need to be real things which actually make a difference – they don't need to be particularly clever or erudite. Remember, what you are trying to do is kill the restraining forces and magnify the driving forces."

Roger Britton, Worcestershire programme manager, Worcestershire County Council

Getting into service re-design

Cat Parker, Coventry, Warwickshire and Solihull programme manager, Coventry City Council
Phil Mayhew, director for commissioning, Solihull Council

There are a number of service re-design options available to improve both cost and outcomes of service delivery which we've trailed. We see continuous improvement and radical change as key to addressing the challenges that the public sector will face over the coming years.

One of the most promising ways of making the change has been the use of Lean reviews, delivering significant savings relatively speedily (although not without resource committed to the process) There has been lots written on Lean, and its possible application in the public sector, here are the basic steps to take if you want to try Lean:

Getting started

- Identify your community – these are the people who are involved in the work, either as providers or users.
- Leaders to create a clarity of purpose, and a need for change. They will act as unblockers for the change so its crucial to have sign up

Understanding the process (baseline)

- Map the process – this can be manual (post-its and a large wall) or electronic
- Capture the voice of the customer – this can be through questionnaires, focus groups, or existing information
- Reach consensus on the waste in the process – using the visual map makes it easier to see the root causes of problems, linkages and possible disconnects.
- Calculate the cost of the current service

Re-design

- Design the optimum way of operating focusing on simplifying the process and structure
- Calculate the cost of proposed new service

Source: thinkpublic

Implementing the change

- Short term improvements should be agreed and implemented quickly (this can be something simple like physically moving desks so people can hand over quickly)
- Longer term opportunities should be signed off by leaders and a clear plan established with timescales
- Create a culture of continuous improvement & sustain it.

We're going to be establishing a network of lean practitioners, so if you'd like any further advice or support don't hesitate to contact us through the Leadership Centre.

Finding sources of innovation

Steve Nicklen, Leicester and Leicestershire programme lead, managing partner, DNA LLP

Top tips:

- Consciously build in sources of innovation. Don't assume they will emerge spontaneously
- Encourage 'play', through new ways of working and in different environments
- Disturb the system, e.g. through novel ways of involving politicians and customers in the work
- Manage the levels of ambiguity and anxiety in people, so that these stimulate rather than paralyse

Total Place is a radical approach to seeking ambitious improvements in service outcomes and efficiency savings, and this requires innovation to be successful. Otherwise, if you always do what you've always done, you'll always get what you've always got. But an instruction to be more innovative is not very helpful! What can be done in practice to stimulate and support innovation?

We know that play is a good source innovation. While the pinball tables of Microsoft may not be practical, some Total Place programmes have used novel ways of encouraging their project teams to play, to find creative ways of looking at problems. There are a plethora of techniques around, for example, using pictures, as well as words. What you should use is what feels right.

The space within which you work matters. When we find ourselves in an environment we associate with other activities, we tend to behave in ways appropriate to those activities, not to what we're now seeking to achieve. So a committee room at a local authority is not an obvious stimulus to innovative challenges to the status quo! The drugs and alcohol misuse project team at Leicester/Leicestershire consistently met in unusual (and usually neutral) spaces, at the Police Training Centre, and at various commercial and charity events rooms around Leicester. Then, when the time came to end divergent thinking and to start concentrating on the precise changes we wanted to make, with specific targets for improvement, we moved to the more business-like environment of one of the councils.

Total place – Supporting innovation: The Goldilocks solution
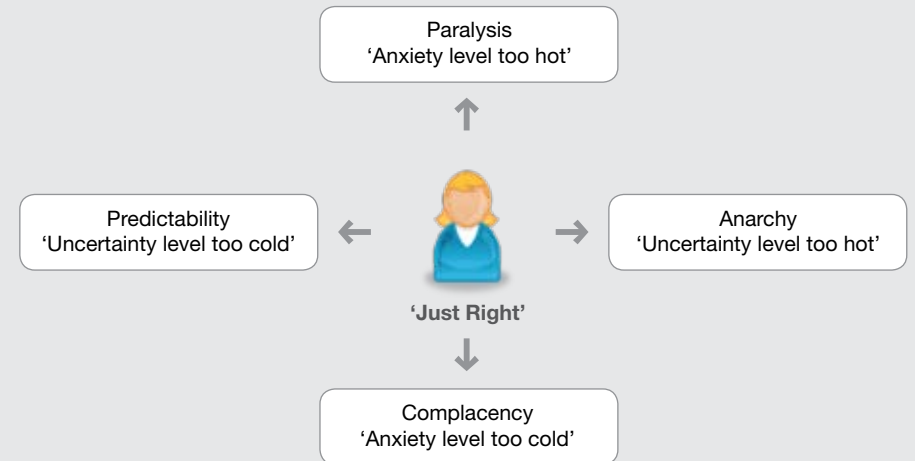
Source: Steve Nicklen, DNA Associates

A whole systems view of the world leads one to see the value of disturbances to the systems. In Leicester/Leicestershire we disturbed the system in a variety of ways, and with varying success. The access to service project team spent a lot of time talking with customers. As a result, as well as hard data, we also had many evocative stories about individuals' experiences and desires. The views of politicians, who had been exposed to the night time economy and its impact on the NHS and police, were important to our work on drugs and alcohol misuse. And we used the participants at the Leicestershire In Partnership Programme, a whole systems-based leadership development programme being run across the public and third sectors in the sub-region, as grit in the oyster.

But too much uncertainty or by too much anxiety about delivering results can suppress innovation. This is illustrated above. Managing these levels of ambiguity and anxiety is a particular challenge given the great ambitions and short timescales necessarily associated with change in the public sector now and, perhaps even more in the future. Keeping these levels where they stimulate innovation, rather than paralyses and destroy it, will be one of the major leadership challenges going forward.

Using the Radical Efficiency model to help drive innovation thinking

Ruth Kennedy, Manchester City Region including Warrington and Croydon programme lead

When you know you want to think innovatively, but it's a struggle to break out of the current way of viewing the world, a robust theoretical model can be hugely helpful.

In Croydon we had scoped some potentially exciting propositions, and we wanted to make sure we didn't lose our radical edge as we developed the detail further. The Innovation Unit (IU) helped us interrogate and progress our thinking with a very creative workshop based on their Radical Efficiency model.

What is Radical Efficiency?

Radical Efficiency is all about public service innovations that deliver different, much better outcomes for users at significantly lower cost. Radical efficiency is not about tweaking and improving existing services. It is about generating new perspectives on old problems to enable a genuine paradigm shift in the services on offer – and transform the user experience.

The IU have uncovered more than 100 examples of radical efficiency from across the globe in different services, contexts and on different scales. Top ten case studies range from Mental Health First Aid in Australia to mobile banking in Kenya, and from the Chicago Police Department's virtual crime mapping tool to solar lamps in India.

They all offer different and better outcomes for users at significantly lower cost.

The model

The Radical Efficiency model (opposite) is a simple framework that extracts the common principles from all the exemplars examined. The bottom half of the framework describes good innovation that generates new solutions to old problems. This is about improving existing systems. It is useful and can be very powerful – but it is not radically efficient.

Taken together however, the top and bottom halves of the framework describe radical efficiency. They illustrate that by taking a fresh look at the nature of the challenge – as well as thinking creatively about how to construct better solutions – we can fundamentally change systems, not just improve them.

"I wish we'd done it two months ago – which is recognition of its usefulness and generative capacity."
Jon Rouse, Chief Executive, Croydon Council

Radical Efficiency
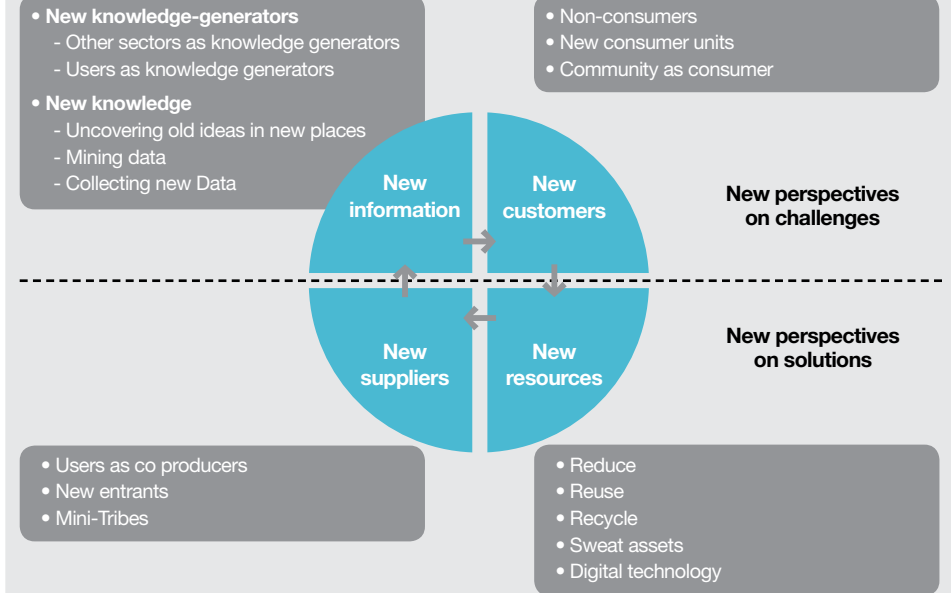
Source: The Innovation Unit

How did the model help Total Place?

This framework provides a powerful way in for service leaders from across agencies to think differently about the shared challenges they face. Taking the two ways of 'rethinking the challenge' – through 'new insights' from other sectors or new sources of data; and through considering 'new customers' or reconceptualising who is truly being served – participants' thinking is opened up to a whole new domain for innovation. We discovered the 'real' challenge, rather than the one we had been working on by default for many years.

In Croydon we were pushed to consider who the new customers for our early years services might be (for example, the wider family or older siblings), and to imagine how private industry or third sector organisations might approach the same challenges. We were made to think more boldly and differently.

"A really helpful morning, which will make us think differently – and more radically – about our proposals for improvement."
Caroline Taylor, Chief Executive, NHS Croydon

We identified potential 'new providers' and 'new resources' to address our priorities. What might users bring to 'co-producing' services for themselves for example? Which organizations are users already interacting with who might be good service partners? We worked together to identify whole new directions to investigate in further developing our propositions.

We had a range of light-bulb moments, and agreed that we should use the thinking methodology more widely. Participants in Croydon said that the experience stimulated 'the extra 20% of new thinking' that will allow them to truly transform services.

Changing public attitudes and behaviour – nudging our way forward

Sue Goss, South Tyneside, Sunderland and Gateshead programme lead, Office for Public Management

As we explore ways to get more for less, attention focuses on those areas where public spending 'mops up' problems that could be prevented.

Some Total Place pilots have explored how citizens could take greater responsibility for their own well-being and the well-being of their 'place' – and how if we changed our behaviours we could reduce the vast spending on alcohol and drug abuse, energy, waste, obesity, offending, anti-social behaviour etc.

Governments have always sought to impact on public behaviour, but traditional approaches use tax or financial incentives or financial or legal penalties – and rely on the assumption that we always think and act rationally. Books like '*Nudge*' suggest we should pay more attention to 'irrational' processes. When choices are complicated:

- We make mental short-cuts that skew our preferences
- We tend to prefer immediate gratification to long-term pay-offs
- We tend to default to the easiest course of action

Thaler and Sunstein argue that policy makers can act as 'choice architects' to set defaults to elicit better choices. Well-known examples are the opt-out only polices for pensions or organ donation, which use inertia to create socially beneficial outcomes.

Other social science suggests we need to start from people's lived experience and help them take control of personal choices. The health service is adopting ideas from cognitive behavioural therapy and social therapy to work with individuals through 'motivational conversations'. Other factors include the confidence people have in their own ability to take action and persist, so that it often helps to set and reward small incremental goals.

People often look around at others for guidance on how to behave. Cialdini's research shows, for example that people are twice as likely to litter if their environment is dirty. We are learning that social norms and social values such as loyalty, commitment and reciprocity play an important role in behaviour change, and that in order to participate in solving collective problems, people need to feel part of a wave of change, rather than isolated or powerless.

Seven steps for helping communities change

The *Capital Ambition Guide* suggests seven key steps:

- Set a clear goal – (deciding by how much you want behaviour to change; whether you want to change the behaviour of targeted groups or everyone etc)
- Understanding the lifestyles and experiences of our communities in relation to this change – and what might motivate them; what they are up against etc
- Segment target groups – understand differences
- Understand the 'theory in use' about how behaviour is likely to change – what is the combination of stages we are planning and why?
- Engage with local people – understand their views, preferences and worries – co-design the approach with them
- Design an approach that works over time, combining different interventions
- Ensure public and political support – and account to the community for the choices made.

Harvard sociologist Robert Sampson terms this 'collective efficacy' – we need to know not just what is right or even what is in our self-interest but also that our participation will make a difference.[1]

There are good places to look for learning from current projects. The Social Marketing Centre has detailed case-studies on the website; and the London Collaborative has produced a guide to Behaviour Change for Capital Ambition with several case studies, which can be found on their website.

Some important learning:

- Different people have very different experiences – a blanket 'advertising campaign' is unlikely to work
- Personal change takes place over time and has several stages – a combination of interventions has to match the different stages people have reached[2]

- Human conversation is very important in helping someone to understand their own motivations and find their own route to change
- Public service workers can play an important role – but they need to explore their own behaviours, values and motivations to help to others
- Public agencies have to think hard about 'who decides' which behaviours are acceptable and unacceptable
- Local partnerships can create the relationships and space necessary to enable to enable the 'who decides' question to be satisfactorily answered – and enable the community to act collectively to implement the decisions made

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[1] For sources, see Prendergast et al SMF 2008
[2] Prochaska and DiClemente have described this as a 'cycle of change'

Creating the world café

Lesley Cramman, WiT Partnership Ltd

The purpose of a world café is to bring together people with diverse views and experience to foster collaborative dialogues and constructive possibilities for action.

It works on the assumption that people often just need the right context to work innovatively and creatively. It is a flexible and fun process that creates a real opportunity for people to share and cross-pollinate ideas and make new connections. World cafés are excellent for large numbers of people but are less effective for groups under 20.

Preparing for a world café

There are a number of things to consider before the world café happens.

- Be clear about why you want to use the café
- Is the café the right process to use?
- Do you have an appropriate venue?
- Who will you involve in formulating the questions?
- Who will be the table hosts (you will need one host for four/five participants)?

Getting the questions right

Good questions that people care about are at the heart of the world café. You will need to work with the table hosts before the café to get the questions right – this is a good investment of time.

How the world café works

There are some key things that need to be worked on to ensure the café is as successful as possible.

- Use small tables which seat four or five people at most. The point is to have smaller groups where everyone can really connect and talk in some depth
- Cover the tables with paper tablecloths – for people to draw, doodle, write their ideas on. You may choose to write key ideas on large post-its and place them around the room
- There are usually three café rounds each lasting about 30-35 minutes (including changeover time)
- Every table usually (but not always) addresses the same question at the same time
- Each table needs a host. Table hosts stay at the table and their role is key. They welcome people to the table and do introductions at the beginning of each cafe round. They share ideas from each round of the café with new people and encourage people to listen carefully to one another and build on ideas. They encourage people at their table to write,

© Nancy Margulies

draw, doodle ideas, connections, and questions (use the tablecloths). At the end of each café round, hosts help the table to decide on three or four of the most important points they want to share and record these in an agreed format

- In the final round of the café people often go back to their original tables to share what they have learned and synthesise their insights and learning
- The world café closes with a meeting of all participants to share ideas, insights, questions and agree a way forward

Follow up

People will want to know what has emerged from the energy and goodwill of the café and what happens next. You could produce a short report which includes photographs of the event, a write up of the key points and future actions.

For more information about the world café, visit www.theworldcafe.com

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Total Place

Leadership Centre for local government

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Total place:
a whole area approach to public services

Total place:

a whole area approach to public services

March 2010

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Foreword

The Total Place initiative sets a new direction for local public services and local authorities, with a range of freedoms that define a new relationship with Government. It has shown how, through bold local leadership and better collaborative working, it is possible to deliver services which meet people's needs, improve outcomes and deliver better value for money.

The Total Place approach – putting the citizen at the heart of service design - has helped opened the door for local partnerships to discover what can be done to improve the system and to push forward great, innovative, ideas and solutions to change the way services are delivered. It has meant looking for new ways of co-operation, at local level and between local level and Whitehall.

In recent years, investment in public services has seen unprecedented sustained growth. Expectations about the quality of public services have also grown, but we know that to meet our commitments to reduce the deficit, we will need to make tough choices in public services. This year's Budget sets out the Government's clear plans to protect key public service priorities while meeting its commitments to halve the deficit over the next four years.

The compelling and ambitious vision which we have for local government and local public services will enable us to achieve that goal. A fundamentally different approach to public service reform, which puts local authorities and their partners at the forefront of a drive to look at all local public service spending: uncovering waste and duplication and freeing up resources to refocus on what people actually want and need.

As you will see in this report, all parts of the public sector are examining with their customers and with the third sector how best to deliver services by focussing on the right things and making their resources go further by implementing essential reforms.
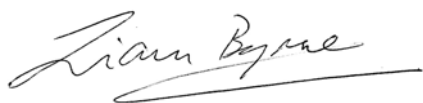
The 13 pilots have taken a fresh look at what money is coming into their area, explored what obstacles there are to making funding go further, examined the complexities within the system and how best to strip out the inefficiencies and wastage they discovered. They have considered a wide range of issues that have a direct effect on people's lives, including children's services, drugs and alcohol misuse, housing, worklessness, asset management, services for older people and offender management.

The evidence base from the pilots outlined in this report provides a strong platform for us to take radical, but also practical, steps for the future. It sets out the case for change, at local level and on a national scale, which can deliver true transformation in public services across the country. It shows that real savings can be made through the Total Place approach. It also makes clear the need for strong local leadership, with local authorities playing a pivotal role in delivering radical improvements in services, with their partners, through the single offer, innovative policy offer and a range of other initiatives that build on the pilots' findings.

There is no room for complacency – the 13 pilots are only the beginning. We must keep up momentum and we will continue to work with the pilot areas to develop their proposals and help to implement changes at local level as soon as possible. But this is an initiative which all places can benefit from, and we encourage all place leaders across England to consider how they too can develop their own whole area approach to services.

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The reforms outlined here present huge opportunities to deliver true transformation in all areas of the country. This collaborative way of working, in conjunction with the Budget measures implementing the commitments from *Putting the frontline first: Smarter Government,* is now clearly not just a direction of travel, but the future. Our task now is to develop smarter government that works in partnership with individuals and communities, using real evidence and customer insight, to identify the services that their citizens base need. What this means in practice is letting local areas decide what to spend their money on in order to meet specific local priorities.

Along with acknowledging the hard work carried out by a huge number of people in the pilot areas, we are grateful for the insight and guidance of the Local Government leaders and Lord Michael Bichard who have helped steer discussions on the initiative and who has been a strong advocate for change. We are delighted that he has agreed to drive forward the next phase. Finally, we would like to express thanks to colleagues and officials in Departments across Whitehall who have been closely involved in the Total Place process. Without their contribution, this report – and the key proposals it contains – would not have been possible.

Liam Byrne, Chief Secretary to the Treasury

John Denham,
Secretary of State for Communities
and Local Government

Executive summary

Total Place sets a new direction for local public services, based on extensive work over the last year by central government, local authorities and their partners. The measures set out in this document build on the complementary reforms set out in *Putting the Frontline First: Smarter Government* and the Government's work to coordinate and rationalise burdens on frontline public services. Total Place is demonstrating the greater value to be gained for citizens and taxpayers from public authorities putting the citizen at the heart of service design and working together to improve outcomes and eliminate waste and duplication.

This document outlines the way forward for places, led by local authorities with their unique local democratic mandate, but requiring the active engagement of Government and all local service delivery bodies. It presents a series of commitments that will give greater freedom and flexibility to support a new relationship between Government and places. The features of this new relationship will include:

- Freedoms from central performance and financial controls;
- Freedoms and incentives for local collaboration;
- Freedoms to invest in prevention; and
- Freedoms to drive growth.

The Total Place approach applies everywhere

The Total Place approach has been developed over twelve months through the work of 63 local authorities, 34 Primary Care Trusts, 12 fire authorities, 13 police authorities, and a wide range of third sector organisations and service delivery bodies. The 13 pilots serve a combined population of more than 11 million people. More than 70 other local areas have been engaged in similar work. Collectively, thousands of public servants from across England have contributed to the work, analysis and understanding which drives these propositions.

The pilots have demonstrated that there are real service improvements and savings to be made in all places from this way of working. For example, achieving 2 per cent savings in 2013-14 across those elements of public spending that are locally controlled would release more than £1.2 billion in England. The examples in this report highlight a wide range of specific initiatives that demonstrate opportunities to make better use of public money.

The new ways of working pioneered by leading local areas can be replicated everywhere by:

- starting from the citizen viewpoint to break down the organisational and service silos which cause confusion to citizens, create wasteful burdens of data collection and management on the frontline and which contribute to poor alignment of services; and
- providing strong local, collective and focused leadership which supports joined up working and shared solutions to problems with citizens at the heart of service design.

We now propose to roll out this new way of working across England by changing the relationship between Government and places.

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Further support for all areas

Our *Smarter Government* commitments on localism set out that we would reduce the indicators, budgetary ring fences and misaligned performance regimes that impede local collaboration. This was alongside wider reforms to strengthen the role of citizens, radically open up data, and streamline central government and the regional tier. Budget 2010 announcements include:

- significant de-ringfencing of £1.3 billion of local authority grants from 2011-12; and

- the removal of 18 indicators from the National Indicator Set (NIS) from 2010, which represents 10 per cent of the current NIS, and a further significant reduction from 2011-12.

We will also:

- consider bringing forward a mechanism to ensure that all partners are delivering for local people;

- incentivise place-based approaches to efficiency by assessing **use of resources on an area basis** within Comprehensive Area Assessments; and

- assist areas in developing integrated service and pooled funding arrangements by publishing **standardised partnership agreements** to support wider use of pooled individual budgets, developed by Government in consultation with the National Audit Office and Audit Commission.

Radical new freedoms for the strongest performing places – *the Single Offer*

The Total Place pilots have made clear that there are very significant opportunities for improved outcomes and savings with more radical freedoms. We will work with consistently high performing places to develop a 'single offer' for those places. This offer will give places a range of freedoms (**freedoms from central performance and financial control as well as freedoms and incentives for local collaboration**) for working in partnership with central government to co-design services and arrangements to deliver greater transparency, efficiency and value for the citizen and the public purse.

The first S*ingle Offers* for high performing local authorities and partners will be implemented from April 2011. Local authorities and their partners should work together to set out a range of ambitious savings, above those that will be required of all areas over the next spending period. Government and places will work together through the Single Offer process to agree a mechanism for identifying and allocating savings, including retention of savings. Freedoms will be negotiated between Government and places, and **could** include:

- further significant reduction of ringfences for local authorities and their partners;

- agreeing a small number of outcome targets and indicators with assessment and reporting focused only on these; and

- lighter touch assessment and reporting.

We will learn the lessons as we negotiate these offers and consider whether further changes can be made that all places can take up.

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Thematic devolved responsibility – the *Innovative Policy Offer*

A much wider group of local authorities and their partners have real strengths in delivery of services within a particular policy area. We are keen that these places too can benefit from greater freedoms. The *Innovative Policy Offer* will devolve responsibility to places within an agreed delivery theme. Local authorities and their partners will co-design this Offer comprising freedoms similar to those for the Single Offer but linked only to the agreed policy area, again with a similar expectation of identifying potential savings across their partnership.

The Children and Young People's Grant

As a further response to the Total Place findings, local authorities and their Children's Trust partners will be able to trial a new multi-agency Children and Young People's Grant to start in April 2011. This will be open to both Single Offer and Innovative Policy Offer places, as well as being trialled in other places. The grant will include money for youth activities, school improvement, support for families, disabled children, Sure Start and money for children and young people previously paid by the Area Based Grant within a single ringfence. This will be accompanied by opportunities for pooling and alignment of funding from partners such as Primary Care Trusts (PCTs), Police, and from schools, as well as closer alignment of performance frameworks, strengthening local accountability while providing more flexibility to support the Children and Young People's Plan in driving improved outcomes for children, young people and their families. The new grant in these trials will support the Government's ambition of more integrated services, which bring together all local providers and shape services round the needs of children and young people and their families rather than artificial service dividing lines.

Total Place principles lie at the heart of delivery at all spatial levels

Government is committed to economic growth and inclusion for all people and places. This requires strong leadership at regional, sub-regional and local levels. One-size-fits-all solutions will not reach those furthest from economic opportunity. We must distinguish between those areas that are well placed for economic recovery, those that are near prosperous areas and those that are truly disconnected from growth opportunities.

Government policy needs to recognise places' economic context and prospects for growth, and be sufficiently flexible to support places to address area-based challenges and opportunities. Therefore, the Government's regeneration interventions will be targeted and focus on tackling worklessness, investing strategically in the regeneration of places that offer realistic opportunities for transforming their economic prospects and - in places that are struggling to recover - focusing on connecting people to economic opportunities in the region.

Some of the Total Place pilots comprised city-region and other sub-regional groupings of partners, demonstrating that the Total Place approach has the scope to deliver real benefits at all spatial levels. Budget 2010 and this report set out a series of commitments for how Government will support economic growth and inclusion in places, enabling strong localities, strong cities and strong regions, so that people and places realise their potential. This includes measures to:

- strengthen regional capability to promote growth through enhanced Regional Ministers, simplified regional structures and better alignment of investment in growth at the regional level;

- strengthen the role of city-regions in delivering growth and inclusion, including through an £120 million Accelerated Development Zone pilot programme, with a

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commitment to devolve and delegate powers and responsibilities to strong city-regions; and

- better focus regeneration interventions and funding on tackling worklessness and connecting people to jobs by supporting local authorities to better utilise infrastructure investment and existing planning and transport powers.

At the neighbourhood level:

- fund 12 areas and support a further 100 in developing **Neighbourhood Agreements** to support communities in negotiating what police services can do for them to keep neighbourhoods safe and confident; and

- support communities to decide how to spend the recovered proceeds of criminal activity in their neighbourhoods by repeating **Community Cashback** in 2010-11. This builds on the £4 million of recovered proceeds that funded 283 community projects in 2008-09.

Developing new Total Place services

The pilots have identified that much more needs to be done to identify service solutions and the policy and delivery frameworks needed to deliver Total Place. Government will continue to work with the Total Place Pilots and other places to find solutions to service and other issues that are preventing Total Place approaches from being fully embedded. These actions will support local partners to collaborate effectively, and include:

- **extended field trials** of innovative approaches highlighted by the 13 pilots, for example exploring flexibilities to support local action to tackle chronic alcohol and drug misuse, working with local areas including Leicester and Leicestershire, Birmingham and South Tyneside and its partners;

- work with a small number of local areas to **co-design approaches to worklessness**. This will include local authority and Jobcentre Plus joint working on information, advice and one-stop shops to improve customer services, building on the Jobcentre Plus (JCP) national network for telephony based benefit claim taking and processing. This work will explore how best to deliver services to vulnerable customers, and the potential costs, benefits and savings of different solutions. Government will also work with Leicester and Leicestershire, Luton and Central Bedfordshire, and Kent to explore options for co-locating local authority and JCP services within the current estate; and

- Kent and Worcestershire will work with Government to explore a range of options to drive greater value from the local public sector estate, including development of **local property vehicles.** This will be done in partnership with local agencies and central government, and will explore potential governance models, the scope of the estate to be included, potential savings in running costs, and incentives for disposing of assets. Government will consider the broader application of potential models in other places.

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Increasing the effectiveness of investment across local partners, including in prevention

Government will work with places to support effective investment across organisations, including developing financial models that support investment in prevention, particularly where multiple organisations invest and benefit over different time horizons. We will:

- run **Total Capital and Asset Pathfinders** in each region to improve the value of capital investments, help transform services and deliver better outcomes, and support growth and inclusion effectively. The Pathfinders will develop local strategies to align investment and asset management in a place. The 11 pathfinders are Cambridgeshire, Durham, Hackney, Hampshire, Hull, Leicester/Leicestershire, Leeds city-region, Solihull, Swindon, Wigan and Worcestershire. We will work with these named areas to provide a focus for the work but are also keen to involve other places that want to develop similar approaches in tandem. The Pathfinders will complement the regional property strategies for the government Civil Estate produced as part of Civil Service in the English Regions;

- work with Manchester city-region and Birmingham to **develop new approaches to using cost-benefit analysis tools** and test proposals for local 'productivity funds', to increase places' freedom to support investment in preventative actions;

- trial the first **social impact bonds** to help areas invest in long-term initiatives, particularly where one organisation invests and another benefits – including the Ministry of Justice and Peterborough on short sentence prisoners, Department of Communities and Local Government (DCLG) and Leeds on adaptations to housing to support independent living, and further work with Bradford following their Total Place pilot; and

- support use of **innovative procurement** to leverage wider economic growth and inclusion objectives. Government has set out actions to adapt procurement policy to support growth in *Thinking Business in Policy*. Regional Improvement and Efficiency Partnerships (RIEPs) and other sector improvement bodies will support local authorities and their partners to deliver step changes in efficiency and service delivery through procurement and other measures, to secure new skills, training and apprenticeships. Delivering policy through procurement was also a key challenge in the Putting the Frontline First Task Force report for local government.

- focus **infrastructure investment** on growth and inclusion by:

  - unlocking places' growth potential through Government's strategic investment in infrastructure as outlined in the national strategy for infrastructure, published alongside Budget 2010. Government also continues to support the local transport needed to maintain growth, improve access to jobs and to help regenerate our cities and regions. This includes recent funding commitments to support projects worth over £900 million, and the Government has given initial approval for further schemes worth over £550 million; and

  - supporting local authorities in formulating their local transport plans to identify and spread best practice to overcome barriers for getting people back to work. Specifically, focusing on the most effective local transport solutions to extend labour market opportunities to areas of high worklessness.

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- run five **Invest to Save pathfinders**, in which DWP will contract with local providers to increase the numbers of long-term incapacity benefits claimants finding work, paying providers on the basis of reduced spending on benefits. Government will ensure that local authorities will be actively involved. Budget 2010 announced that investment in the Young Person's Guarantee of a job, training, or work experience, underpinned by the Future Jobs Fund, will be extended into 2011-12.

- **reduce the burdens of data and reporting requirements** from central government to the frontline, reduce the costs of compliance with inspection and assessment, and tackle barriers to data sharing between organisations by:

  - setting up and mandating the use of single gateways for new data requests to each frontline public service sector. These gateways should involve the frontline and should be transparent. Government will develop proposals by summer 2010;

  - reviewing legislative and non-legislative solutions to sharing personal data - with an initial report by December 2010;

  - setting out the key information that the frontline needs to understand and answer data requests in a code of practice, published on data.gov.uk - by December 2010;

  - ensuring all frontline staff are able to feedback queries, suggestions or complaints about data requests, by requiring departments to review their internal feedback mechanisms by summer 2010; and

  - ensuring inspectorate assessment is increasingly focused on risk and that inspectorates join up to focus on area outcomes. The organisational assessment elements of CAA will be de-scoped to focus on key value for money issues.

All of these initiatives will help us to define new relationships between Government and places and will define key enablers to support areas in reshaping funding and services.

Local authorities and their partners need to look at the cultural, organisational and capability barriers to the Total Place approach. Taking the Total Place approach requires key skills in leadership, partnership, customer insight and a whole-systems approach to problem solving. There is a wide range of improvement bodies able to support all places to take up these challenges. We will undertake a cross-sector review of improvement bodies across the whole of the public sector to integrate their offer and streamline delivery, which will also help us to drive out duplication with the aim of reducing costs by 30 per cent by 2011-12. It is for every leader in every public body, however, to ensure that the most is made of this support.

The Total Place challenge

The reforms announced in this document present huge opportunities for central government and local partners in public, private and third sectors, to deliver true transformation in all areas of the country.

Delivery of all these improvements locally will also require all Government agencies at all levels, including at the regional level, to work together to get the most out of Total Place.

The initiatives outlined above will provide freedoms **now**, which we are looking to local authorities and their local and regional partners to embrace in order to deliver the best possible outcomes for their citizens in this time of fiscal constraint. They will also enable us to co-design with places key elements of the new relationship between Government and places, which will enable us to build on, and expand, these freedoms going forward.

The Government is committed to doing its part to ensure that the opportunities that Total Place offers can be delivered. It is crucial that all areas do their part. We are looking to areas to take part in the various initiatives described in this Report but, above all, we are looking for strong leadership to deliver on the many innovations that the Total Place pilots have shown can be delivered through strong local leadership and commitment.

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1 Introduction

1.1 Budget 2010 set out the Government's plans to protect key public service priorities while meeting its commitments to reduce the deficit, by delivering reforms across the public sector that will make government smarter, rationalising projects and programmes, and making tough choices on public sector pay and pensions.

1.2 Within this context, Total Place is demonstrating the greater value to be gained for citizens and taxpayers, from local public services working together to improve outcomes and eliminate waste and duplication. Total Place has built on the Government's strong platform of public service reform and drawn on frontline experiences to generate innovative, locally-driven solutions that put the customer at the heart of public services and will help us address long-term, complex economic and social challenges. This document sets out how Government will develop new relationships with frontline organisations to create the freedoms and flexibilities that can drive through the approaches identified by Total Place.

Public Service reform

1.3 In 1997, as the Government began to correct the legacy of underinvestment in public services, clear national standards and targets were needed to drive up performance. As services were rebuilt, the challenge became to increase standards while building the necessary flexibilities and incentives at the frontline. Going further, addressing the longer term public service challenges increases the premium on empowering citizens, supporting frontline professionals, and embedding strategic leadership across Government – as set out in *Working Together: Public Services on Your Side*;[1] *Building Britain's Future*[2] and *Putting the Frontline First: Smarter Government*.[3]

1.4 The Government's action on public service reform has supported increased devolution in the delivery of public services. More joined-up local public services are essential to meet local and national priorities effectively, deliver improvements in crosscutting outcomes and ensure that investment delivers value for money. Partnership arrangements across the public, private and third sectors, including Local Strategic Partnerships (LSPs), are key to effective strategy and delivery of public services.

1.5 The local performance framework set out in the 2006 Local Government White Paper[4] has underpinned public service reform. This built on the lessons learned from Local Public Service Agreements (LPSAs) and initial piloting of Local Area Agreements (LAAs). The local performance framework has supported a shift in focus at both national and local levels towards outcomes not inputs, local accountability and better value for money. It has complimented the move to a crosscutting national performance framework epitomised in the 30 high-level, cross-departmental public service agreements set out at the Comprehensive Spending Review 2007. These reforms have increased local flexibility, encouraged joining up across services, and enabled local delivery bodies to put greater emphasis on delivering local priorities.

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[1] *Working Together – Public Services on your Side,* HM Government, March 2009

[2] *Building Britain's Future,* HM Government, June 2009

[3] *Putting the Frontline First: smarter government,* HM Government, December 2009. http://www.hmg.gov.uk/frontlinefirst.aspx

[4] *Strong and Prosperous Communities, The Local Government White Paper,* Department for Communities and Local Government, October 2006.

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1.6 Strong Multi Area Agreements (MAAs) and cross-service partnerships have also been developing. For example, partnerships between local government and PCTs support joint working on health issues. This has been reinforced by local authorities and PCTs conducting Joint Strategic Needs Assessments, making joint appointments of Directors of Public Health, and strengthened relationships with Directors of Adult Social Care. Many partnerships have also used powers to pool budgets, with more than £3.4 billion pooled by local authorities and PCTs in 2007-08.

1.7 Total Place has started to demonstrate that the Government can, and needs, to go further to ensure local public services can respond effectively to the needs of their citizens to deliver local and national priorities.

What is Total Place?

1.8 Total Place involves local public services working together to deliver better value services to citizens by focusing on joint working and reducing waste and duplication. Total Place was launched at Budget 2009, as a key recommendation of the Operational Efficiency Programme[5] (OEP).

1.9 Total Place has started to show how a place-based approach to local public services can deliver better outcomes and improved value for money. Further work will be needed to provide full evidence of the effectiveness of these approaches, in order to inform future spending decisions.

1.10 Total Place has comprised 13 pilot areas, covering 63 local authorities, 34 Primary Care Trusts, 12 fire authorities and 13 police authorities. Many other 'parallel places' have been involved in similar work across their local partnerships.

1.11 The pilot areas have a wide range of socio-economic and demographic characteristics, and different local authority structures including local authority groups, unitary authorities, and two-tier structures. Some pilots are sub-regional, for example, the Greater Manchester city-region plus Warrington, reflecting the potentially greater efficiencies that can be achieved from working across local authority boundaries.

1.12 The pilot areas are shown in Chart 1.A.

The Total Place approach

1.13 The Total Place pilots have mapped the totality of public spending in their area, and also undertaken more detailed analysis of spending on key local priorities. This mapping has illustrated the complexity of public spending across local partners, and helped partners to understand how to enhance the benefits of that spend within the area. Places have also used 'customer insight' methodologies to understand services from customers' perspectives, in order to:

- identify opportunities for genuine service transformation across organisational boundaries;

- better develop services around the needs of people in the local area, with a more integrated offer for users, especially those with complex and multiple needs; and

- identify efficiencies through collaborative working and redesigned services.

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[5] *Operational Efficiency Programme: final report*, HM Treasury, April 2009.
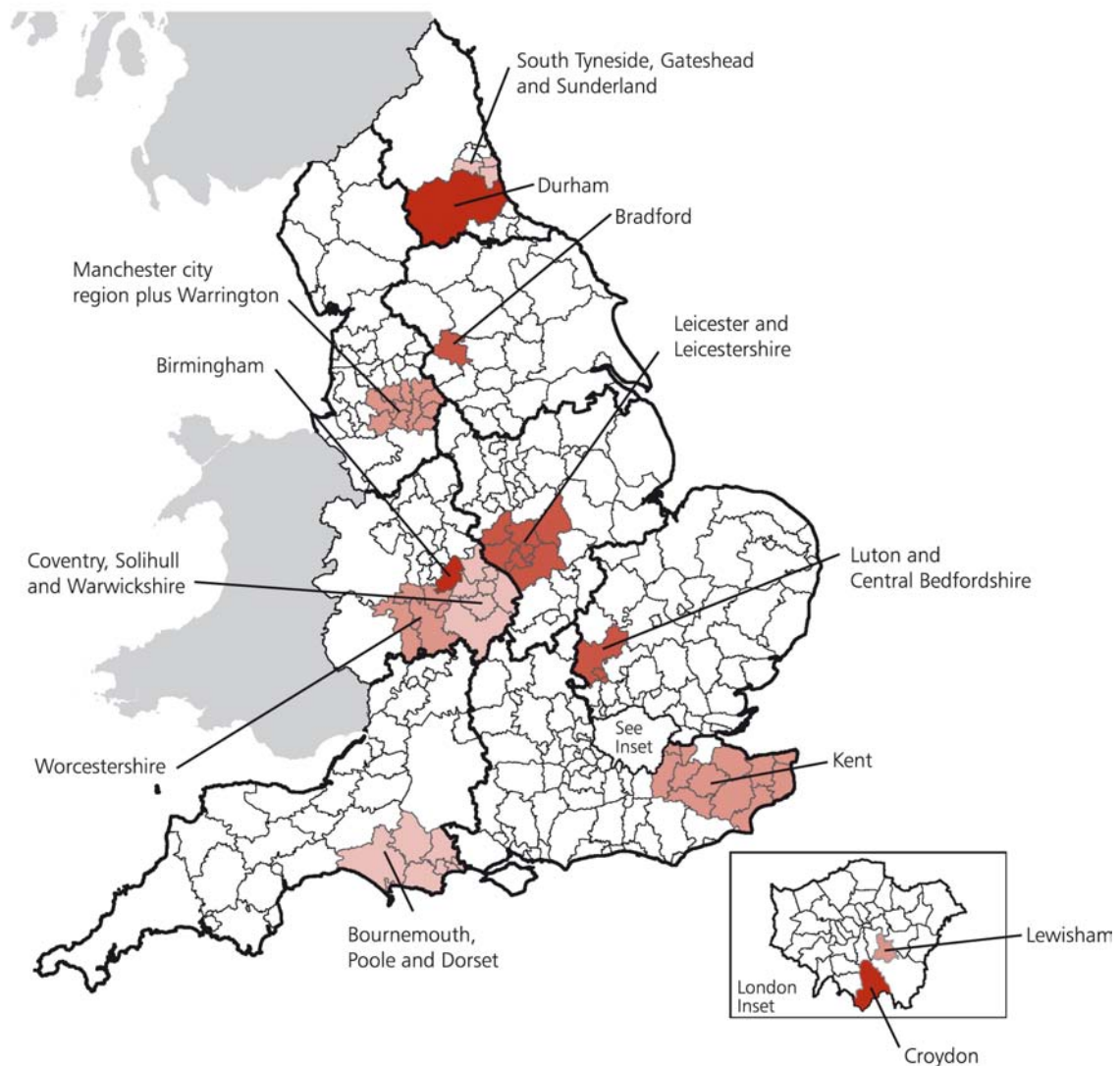
Source: Ordnance Survey Boundary Line[6]

1.14 The pilots have demonstrated new ways that these approaches could deliver significantly better outcomes by:

- viewing the services provided through the eyes of customers, and using tools such as 'customer journey mapping' to develop a collective understanding of how individuals interact with different services and how this could be improved;

- identifying solutions to overcome barriers to change in local delivery structures, including improving local leadership, transforming organisational structure, implementing cultural reforms across organisations and professions, and supporting integrated multi-disciplinary teams of frontline staff; and

- working with Government and its agencies to identify national-level changes to support local collaboration, including changes to financial, performance and accountability structures.

[6] Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2010. Ordnance Survey Licence number 100018986.

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1.15 The current fiscal constraints mean it is more important than ever for public service partners in all areas to consider how they can use their collective resources to deliver more for less. The solutions being developed by the pilots apply at a range of spatial levels from sub-regions to neighbourhoods, starting from detailed understandings of the issues and opportunities of each local area. The Government recognises that the varying needs in different places can require tailored and targeted approaches to ensure delivery of strong outcomes for society and to enable the economy to reach its full growth potential.

Achievements to date

1.16 Early findings from Total Place provided the foundation for the actions the Government set out in *Putting the Frontline First: Smarter Government* to support frontline flexibilities. This document also provides an update on these, and outlines areas for further action, including on:

- Financial flexibility – devolving, de-ringfencing and streamlining funding to local partners where this supports delivery of local priorities and does not adversely impact on delivery of national priorities, building on changes such as mainstreaming over £5 billion of local authority grants in the last three years;

- Performance – reforming performance management systems to let local areas set priorities, while recognising that central targets can help tackle significant underperformance, building on the new local performance framework with fewer National Indicators (from 1200 in 2006 to 188 currently), and CAA that cover all public services in a place; and

- Reducing burdens – ensuring reporting, inspection and assessment tools drive higher quality services but do not represent unnecessary or excessive burdens on frontline services, for example through aligning the timings and reporting of different inspections and assessments.

1.17 Total Place pilots have investigated a wide range of policy issues as part of their work. Many of these are touched upon in this report, and work will continue through the Whitehall champions' engagement on the pilots and through the next steps outlined in Chapter 7.

1.18 The majority of the proposals in this document will apply to England only, as the responsibility for most public services in Wales are devolved to the Welsh Assembly Government. However, some proposals in this document concerning issues surrounding criminal justice and the labour markets are non-devolved, and will apply equally throughout England and Wales. Where possible we will work closely with the Welsh Assembly Government to ensure the success of the Total Place agenda.

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2 The case for change

Key points from the pilots:

- the public spending context is driving greater focus on delivering better services at less cost;

- 'resource mapping' has demonstrated the complexity of funding streams;

- a citizen viewpoint shows how public services are often impersonal, fragmented and unnecessarily complex;

- the system driving the current arrangement of public services is overly complex; and

- individuals and families with complex needs impose significant costs on areas, but in most cases they are currently not tackled through targeted, or preventative activities.

Introduction

2.1 Total Place pilots are demonstrating how to deliver better services at less cost, following detailed mapping of public spending flows in their area, and using 'customer insight' methodologies to redesign services around the needs of citizens.

'Resource mapping' has shown the complexity of funding streams

2.2 In total, the 13 pilots have mapped £82 billion of public spending within their areas – around one-fifth of total public spending in England. Further details on the resource-mapping element are published on the DCLG website[1]. The estimated total amount of spend varies from £2.2 billion in **Lewisham** to £22 billion in the **Manchester city-region** pilot. Pilots have estimated that public spending per capita varies from just under £6,000 per year in **Coventry, Solihull and Warwickshire** to £8,800 in **Bradford** and **Lewisham**. Some of this difference may be accounted for by places choosing to use different counting methodologies, but the differences also reflect the higher levels of social security payments in areas with higher deprivation, and other social, economic and geographic differences across the pilots. There are also some consistencies across places – for example, social security, education and health together make up over 70 per cent of total spend in each of the pilot areas.

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[1] www.communities.gov.uk/publications/corporate/spendcountcustomerinsight

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Chart 2.A: Total 'whole area' public sector spend identified by Total Place pilots

Total annual public spend (£ billions)
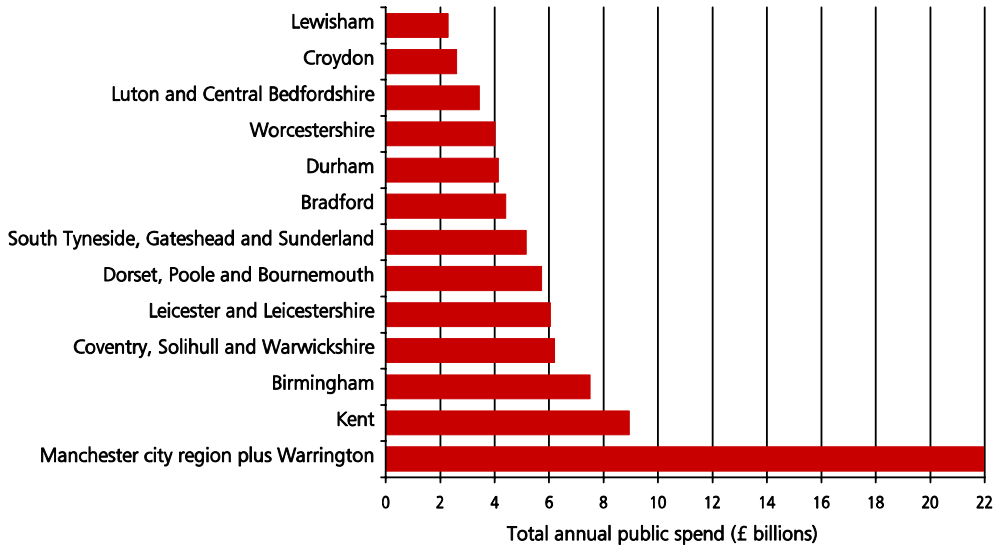
Source: Total Place Pilots High Level Spend Counts

2.3 The pilots have also identified that the proportion of funding grants for local authorities that is ringfenced varies from place to place (see Chart 2B). This reflects, for example, the different roles undertaken by districts and counties or unitaries.

Chart 2.B: Percentage of total revenue expenditure in Total Place pilots, which is ring fenced/non-ring fenced 2008-9

Percentage

■ Ring fenced   □ Non-ring fenced

* New Unitaries - county data used for Bedfordshire and Durham
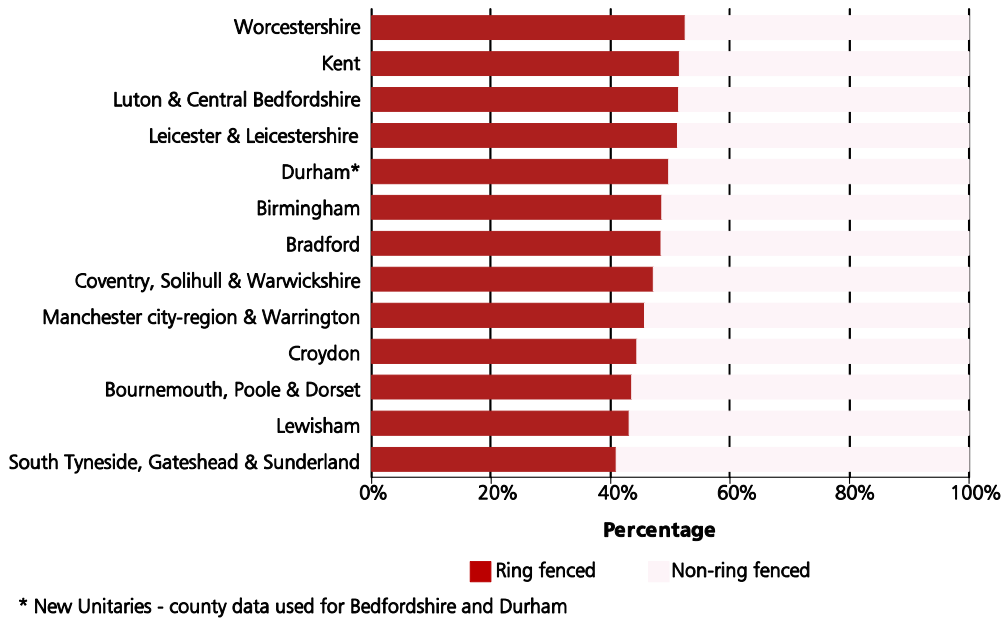
Source: Communities and Local Government Revenue Outturn Summary (RS) returns 2008-09 - RS data

2.4 For upper tier authorities overall (county councils, unitary authorities, metropolitan districts and London boroughs) more than half of government grant is ringfenced. The proportion of ringfencing in district councils is much smaller as they do not have responsibility for education where schools grants are ringfenced.

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2.5 There will also be differences between the levels of ringfencing for individual local authorities. For example, the non-ringfenced Working Neighbourhoods Fund (£508 million in 2010-11), which is paid within Area-Based Grant, is targeted at those areas with high rates of worklessness.

2.6 Total Place has exposed the complexity of the 'internal wiring' of public service delivery. The large number of individual grants, and poorly aligned objectives of similar services across different policy areas, can limit the ability of delivery organisations to join up services around users. Understanding where the funding lies and a focus on customers have proved powerful drivers for change. In concentrating on citizens and outcomes, rather than on organisation-specific assessments and targets, local partners in the pilots have increasingly looked beyond organisational boundaries to develop innovative public services. For many places this has been a radical change to their historical way of working.

2.7 The Audit Commission's February 2010 'OnePlace National Overview' report[2] supports this finding:

"While many areas are tackling the consequences of problems like unemployment, crime and homelessness effectively, few have made real progress on the causes.

Efforts to tackle multiple or cross-cutting problems can be inhibited where funding streams and performance management, or reporting requirements, reflect organisational rather than cross-cutting priorities."

A citizen viewpoint shows how public services are often impersonal, fragmented and unnecessarily complex

**"There is no one number you can say 'these are my circumstances what are my rights?' I went on to a website off one of the money experts on the Internet in the end. Nothing to do with Government or the council and that told me more about what I was entitled to."
– Luton resident**

2.8 Public services, seen from the viewpoint of a user (or non-user) can be complex, fragmented and difficult to navigate. Too often, citizens are asked to bear the load of navigating poorly aligned services. The move to a clear set of entitlements and greater user control of public services and public data, set out in *Putting the Frontline First: Smarter Government*, will support the transition towards more user-responsive services.

- **Leicester and Leicestershire** have identified almost 450 face-to-face service points (employing 350 full time equivalents), 65 separate call centres (employing 470 full time equivalents), at a combined cost of £15 million per annum; plus 75 separate websites providing customer services (a further cost of £1.5 million).

- There are over 120 projects or programmes providing support for workless and unemployed people in **Lewisham**, delivered by over 50 providers via 15 funding streams.

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[2] *Oneplace national overview report,* Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation, and Ofsted, February 2010.

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> **"By looking at service provision through the eyes of the service user rather than our own individual organisations we have recognised the tremendous potential to simplify, streamline, make a more relevant and focused impact and hugely influence direct and indirect costs over the long term… 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." – Bradford**

2.9 Total Place has shown the benefit of a citizen centred approach to address complex public service challenges. The majority of pilot proposals, and the most exciting, start with the citizen. This has been a powerful technique in helping organisations think creatively about how to deliver more coherent services - moving, as Croydon has outlined, "from services to solutions". The third sector has helped pilots understand issues faced by hard to reach groups, and facilitate citizen involvement in the design of public services.

2.10 Some of the most intransigent barriers that pilots have cited to working more collaboratively stem from entrenched cultures within organisations and professions, which are manifested in silo-based working, single-agency 'ownership' of issues, and poorly aligned cultures within and across organisations.

- **Manchester city-region** say that "through Total Place we have an ongoing opportunity to re-think how – *together* – public sector agencies can secure significantly improved outcomes with reduced cost. The explicit Culture element in Total Place has been key and will continue to be in exploring how we work together".

- **Kent** point to the importance of effective leadership to drive further cultural change and help overcome historical divides between organisations. The progress they have made in shifting organisational culture already has helped to tackle crosscutting issues problems through systemic changes, such as the delivery of joint frontline services through the Kent Gateway model.

2.11 By taking the citizen's perspective, frontline professional staff have realised that their own individual professional expertise may help treat immediate problems but may not be sufficient to support transformational changes for individuals with complex needs.

Accountability

2.12 Effective accountability arrangements are essential for managing public money. Parliament must be able to gain a clear understanding of how public money is being spent, and how effective this expenditure is. Cross-organisational working at the local level requires governance and accountability regimes, which align the approaches of different auditors, inspectors, managers and national and local political leaders. Government is working with NAO and Audit Commission to develop templated protocols for pooled budget and other joint working arrangements that satisfy different forms of accountability at the local level. Accountability arrangements for local partnerships can be complex:

- accountability of national organisations to Whitehall and Parliament, in particular the impacts of central government being held to account for expenditure which happens locally, and the effects that has on decision-taking;

- mutual accountability which public service agencies have to one another in a place; and

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- accountability to the residents of their areas – both for Councils as democratically mandated bodies and for their partners, from whom citizens have expectations, entitlements and rights of redress.

> **"At the moment the accountabilities between central government and local authorities are unclear. For some issues we administer central regimes. For others we deliver services and there is both central control and local accountability. Some issues are accepted as local and local politicians are held to account." – Westminster**

Local-central accountabilities

2.13 Local government has a clear democratic mandate to deliver for the citizens in its area. However for other public service providers the democratic mandate reaches back to departmental ministers, who are held to account by Parliament for expenditure and outcomes. Over-prescription of the means of delivery may create inefficiencies and barriers for areas:

> **"Decisions in relation to how resources are allocated are often taken at different spatial levels and via different Government department or policy silos. However cost is often borne through the whole system, across a range of different individual agencies working within that system. For example, the cost of re-offenders is felt in Lewisham by our crime reduction services; at a London level by the Metropolitan Police and Probation service; and at a national level by MoJ and the Home Office." – Lewisham**

2.14 The inconsistency, and sometimes complexity of accountability for local agencies works against collective decision-making. Pilots have shown that when agencies or other delivery bodies are being pulled into rigid delivery mechanisms they cannot deliver efficient and effective services to meet the needs of high-cost individuals.

Accountability to Parliament

2.15 Parliament oversees the administration of public finances closely, led by the National Audit Office. Departments are accountable for using resources that are voted by Parliament. Accounting Officers are accountable to the Public Accounts Committee of Parliament, which investigates the propriety, regularity and value for money of public expenditure. The Accounting Officer must establish a proper system of internal controls, including an internal audit function, to safeguard the public resources that have been made available to the Department.[3]

2.16 Whilst the Parliamentary delegations to departments have a wide scope, the interpretation of these delegations can translate into over-prescription of objectives and funding purposes at the local level. The ways in which this plays out locally can be complex: Total Place pilots have reported that partners in an area may not understand what other partners are able to take decisions on. In addition, individuals and organisations often do not understand the different finance systems that apply to their local partners. This can lead to distrust, with partners being unclear whether they can support specific services.

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[3] http://archive.treasury.gov.uk/pub/html/reg/euroexp/index.html

The volume of reporting requirements is significant – and only value for money if designed and managed effectively

2.17 The Government has taken steps to align different performance frameworks and reduce the burden of reporting and inspection, as set out in the 2006 Local Government White Paper, and *Putting the Frontline First: Smarter Government.*

2.18 Reporting and inspection regimes are an important part of an effective system of performance management and ensuring core service standards are met. Local authorities report performance against the 188 indicators in the National Indicator Set (NIS). However, the total reporting requirement for frontline services can be much higher. **Lewisham** Council reports against 706 performance measures. **Leicester and Leicestershire** partners report against 930 further indicators on top of the NIS. Senior decision makers in local areas also use additional internal data to manage their own performance[4].

> **"Different frameworks also involve different reporting timescales, comparator groups and data definitions adding further complexity and confusion to developing an agreed view of local priorities. The number of separate performance reporting systems including the national Data Hub, Places Analytical Tool, Audit Commission OnePlace website, Floor Targets Interactive system, ESD toolkit, National Adult Social Care Intelligence Service (NASCIS), iQuanta police/community safety system and OFSTED Performance Data – and others – emphasise this complexity and lack of a joined up approach."**
> **–Leicester and Leicestershire**

2.19 In addition, risk aversion can lead to some local agencies reporting data 'just in case', resulting from uncertainty as to whether the reporting of long-standing data is still required. This is compounded by the lack of a systemic approach to reporting requirements. *Putting the Frontline First: Smarter Government* sets out the need to develop options to coordinate and rationalise data burdens on the frontline. The Government has conducted further work since November 2009, including discussions with frontline services, in order to develop a package of proposals to reduce the overall level of data burdens on the frontline, to ensure reporting requirements are necessary, proportionate and do not detract from delivering frontline services.

Inspection and reporting can be expensive

2.20 Duplicatory and unnecessary reporting arrangements can impose significant costs on places and Government. For example, **Bradford** Youth Offending Team (YOT) collect data for NI 111, which measures the number of first time entrants to the Youth Justice System, based on different data to that used by the police – even though both organisations need to work together to deliver successful outcomes.

2.21 The Government replaced the system of Comprehensive Performance Assessment (CPA) with the more outcome-focused Comprehensive Area Assessment (CAA) from 2009. Independent evaluation of CAA has found that the overall cost to councils is at least 15 per cent less than under CPA and that a further 10 per cent reduction can be expected in the second year of CAA.

2.22 Nevertheless, more can be done to reduce costs. Places have highlighted the overall cost of responding to reporting and inspection requirements. The CAA evaluation report found that the costs of preparing for CAA varied significantly among similar types of authorities. Some of the

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[4] *Measuring the Workload,* Deloitte, 2009 for Leicestershire County Council

variation may be due to different organisational approaches to collecting and reporting data, and to preparing for inspections and assessments. In a recent report, the Local Government Association suggested data burdens had reduced by 25 per cent from 2006 to 2009[5]. Government has taken steps to streamline data demands, for example, through the DCSF Star Chamber.

> **Leicester and Leicestershire estimate that staff costs of public sector bodies in the county, incurred by responding to inspections, are around £3.6 million per annum. In addition, the costs to local partners of reporting arrangements cost around £3.7 million per annum.**

> **Kent estimates the burden of inspection and regulation on the county council alone is between £1.2 million and £1.7 million per annum. If the estimated costs to health, police and district councils are added, the total costs could be around £6 million per annum.**

Chart 2.C: Performance monitoring and inspection costs by agency: Luton and Central Bedfordshire

Source: Luton & Central Bedfordshire Total Place report (p.37)
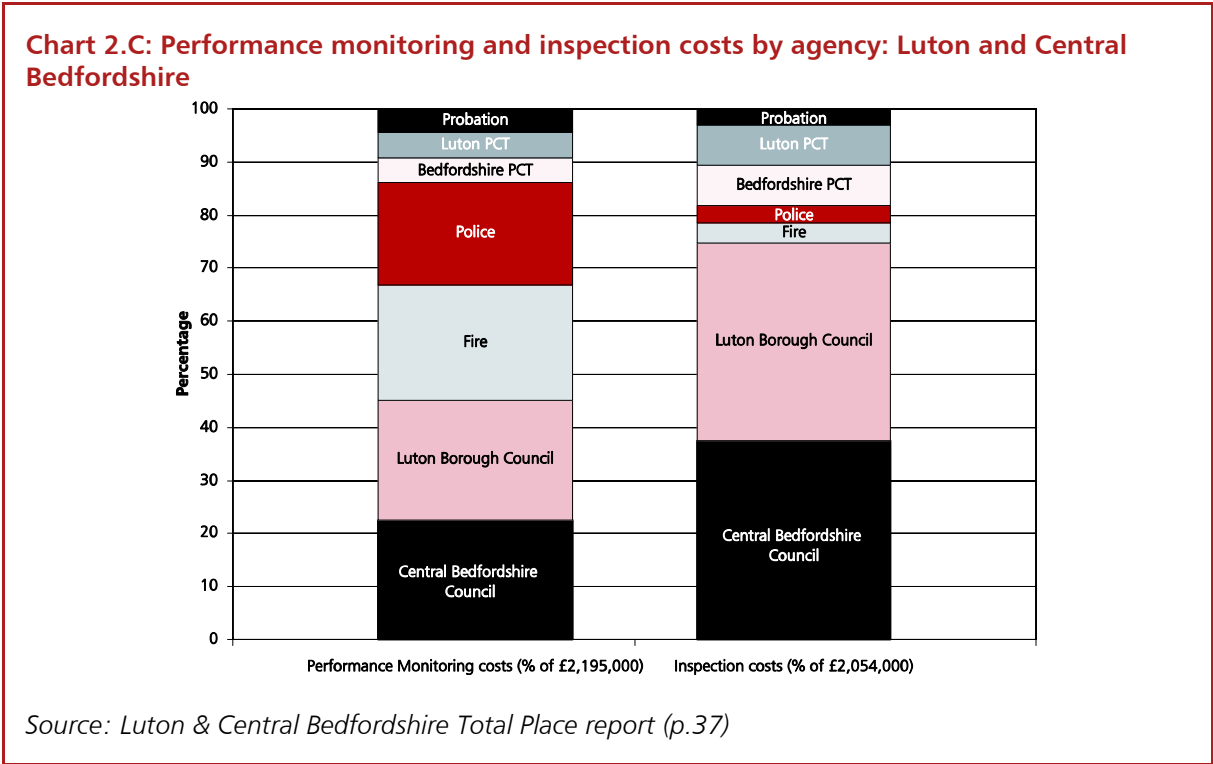
Early intervention is important for tackling complex needs effectively

2.23 Pilots have demonstrated that the current focus of public spending is often primarily on the consequences rather than causes of complex problems, in particular where individuals have complex needs. The total costs of addressing issues become exponentially greater as they become more acute. Early identification of issues and effective targeting of services is therefore vital.

2.24 Evidence from the pilots shows that preventative services can both significantly improve outcomes, and save public funds. **Birmingham** has found that for every pound spent on early years work they could save four pounds of public funding, particularly in relation to reduced need for spending regarding anti-social behaviour, crime and health.[6] Other pilots have looked

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[5] *Delivering More for Less: Maximising value in the public sector,* Local Government Association, November 2009.
[6] Birmingham Brighter Futures Cost benefit Analysis: Initial Report.

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at potential preventative work in older people's services, support for ex-offenders and drugs and alcohol services. The third sector can play a key role in developing preventative services and releasing the full benefits of early intervention.

2.25 **Manchester city-region** and **Croydon** point to research in Peterborough, which has identified that it is up to ten times more expensive for Peterborough Council to serve families classified as 'barely coping' than those classified as 'coping' (£6527 v £643 per child) and 76 times more to serve those considered 'chaotic' than 'coping' (£49,425 v £643) per child).[7]

Sharing information and data helps tackle complex needs

2.26 Pilots have also identified that in order to target services, the involvement of a wide range of organisations is needed to 'wrap' services around the individual. Many pilots raised sharing of data as a particular problem in targeting and developing new services.

2.27 Organisations face barriers to sharing information that could support more effective and more efficient early or targeted interventions across public service partners, including technological, cultural, professional and legislative barriers.

> **Manchester city-region cite an example where local negotiation has led to Council A having access to live birth data, housing benefit data and council tax benefit data; Council B having worked with their local PCT to gain access to live birth data on a monthly basis; whereas Council C has not been able to access any of this data, with both the PCT and the local authority's legal team quoting the Data Protection Act as the barrier to access.**

2.28 Data sharing barriers can also discourage organisations from making joined-up assessments of individuals' needs, and using this to inform targeted early interventions – which could prevent much greater costs further down the line:

> **Central Bedfordshire and Luton looked at one council's forms for Single Financial Assessment, Grant for Disabled Person's Facilities and Housing Benefit and Council Tax Benefit. They identified that, of the 193 questions on the Single Financial Assessment form, 55 per cent of the questions were also on the other two forms.**

> **Lewisham identify that an offender with complex needs could receive 11 different assessments from a number of agencies in order to have their individual needs addressed. Many of these assessments duplicate effort. Lewisham estimate that by rationalising the number of assessments a saving of 30 per cent (£100,000) can be made.**

2.29 **Gateshead** points to work on Family Intervention Projects, where single caseworkers ensure families with multiple problems get the help they need. Caseworkers support the effective coordination and sharing of information across up to 15 agencies in the local area. The average costs per family, per year, range from around £8,000 to £20,000[8]. Tackling multiple problems, such as crime, anti-social behaviour, attendance/behaviour problems and eviction, in isolation could cost more than ten times this amount.

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[7] Manchester City Region and Warrington Total Place Report, February 2010, p. 32.
[8] Guidance Note 03, Think Family Toolkit, DCSF, Sep 2009.

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2.30 The diagram below summarises the shift that the pilots have identified as key to delivering better outcomes at lower cost.

Chart 2.D: Service providers in the pilot areas made a fundamental shift in they way they thought about service delivery

Service-centric approach	People-centric approach
• Largely universal delivery • Service located at convenience to service providers • Management and dispensing • Standardised menu options • Service-based interventions • Services bound by geography of service provider	• More services are targeted • Outreach – take services to where people are • Behavioural change and responsibility for change from service user • Personalisation and tailoring • Integrated customer journey • Services based on spatial level appropriate to the community (neighbourhood), nature of the outcomes needed (travel to work area/sub-region)

2.31 Total Place has built on existing partnerships and developed new ones – in places as well as with Whitehall. And the focus on 'Place' has moved agencies beyond their usual roles and viewpoints. The next chapter highlights how a greater focus on the customer can also deliver savings.

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3 Making the savings

3.1 Pilots have started to identify potential savings that could be achieved from implementing their solutions. The scope to achieve these savings will vary according to the complexity of the solutions, the local capacity to implement changes effectively, existing savings achieved, and overall strategic priorities of the organisations involved. Some savings may be contingent on places overcoming local and central barriers to change. Not all places will be able to make significant progress on all these areas at the same time. Some Total Place solutions should also provide opportunities for Government to achieve administrative cost savings from streamlined financial and performance frameworks, and reductions in data and inspection burdens.

3.2 The main areas for potential savings include:

- frontline services – redesigning processes around citizens;

- back office and support functions;

- shared management and joint working arrangements;

- reduced costs to society from better outcomes; and

- redesigning services with the local community.

Frontline services – redesigning processes around citizens

- The **Kent** Gateway programme provides integrated access to public services across the county, bringing services from 60 partners into single, accessible buildings, and through telephone and online service channels. The programme was introduced in 2005 and the implementation of the DWP-led 'Tell Us Once' pilot in six districts has already indicated local savings of £500,000 per annum. **Kent** have suggested that savings of £2.2 million per annum could be possible through fewer transactions and reduced transaction costs.

- **Central Bedfordshire and Luton** propose a triage service, offering customers access to information, advice or casework services about benefits across a range of organisations. This could be cost neutral. Other related changes that could generate

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savings include a single visiting team (possible savings of £120,000 per annum) and a single fraud and compliance team (savings of £90,000 per annum). The scale of savings, and the implementation of these recommendations, will be investigated further in extended pilots between the places and departments.

- **Leicester and Leicestershire** are developing a single customer service strategy for the place, which could realise £3.75 million to £5.25 million per annum by 2013-14. This includes moving from 65 to 25 call centres and the introduction of a 'circles of need' whole systems approach.

Back office and support functions

- Assets: **Kent** and **Worcestershire** have each indicated that revenue savings of up to 10 per cent per annum may be possible from reducing the running costs of the public sector estate across the counties. Other evidence from **Lewisham**, the **West Midlands, Birmingham** and **Cambridgeshire** also suggests significant savings are possible. Releasing appropriate assets could also realise significant capital receipts. Further Total Capital and Asset Pathfinders may also be able to identify savings from shared asset management strategies and joint commissioning of new investment. There should be significant scope for savings – the Audit Commission's *Room for Improvement* report[1] (June 2009) found that few councils were managing their assets strategically, and one third do not yet share assets with other public services.

- Shared services: Evidence from the OEP showed that savings of up to 20 per cent are possible from sharing back office services. There are many examples of local partners developing shared services across organisations, but not all shared service projects demand collaboration with other bodies. For instance, **Oxfordshire County Council** has established a shared service arrangement to consolidate the operational aspects of the council's financial services, finance and management, accounting and HR in one place. The initial programme was completed in May 2008 with the objectives of saving £4.5 million per annum and delivering a better and more consistent set of services across all areas.

- Procurement: The OEP estimated that £103 billion per annum of the total Government procurement spend of £175 billion was spent in the wider public sector, including local government and health bodies. Examples of savings from procurement, including innovative procurement, include **North West Improvement and Efficiency Partnership** collaborative procurement hubs to support local authority collaboration, saving £68 million over the period 2004-05 to 2008-09.

Shared management and joint working arrangements

- For example, **Adur and Worthing** have a joint chief executive and management team. Initial salary savings from this structure were around £450,000 in the first year. As shared service areas were developed, £650,000 of savings were realised in 2009-10, through shared waste collection and disposal, street cleaning, financial services and customer services. Ongoing annual savings of £1.5 million per annum are ultimately expected as further services are shared.

3.3 A number of areas are exploiting opportunities to make savings and improve health and social care outcomes through a 'whole systems' approach to delivering services between the local authority and the PCT.

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[1] *Room for improvement: strategic asset management in local government,* Audit Commission, June 2009.

- **Lewisham** Strategic Partnership have developed an integrated joint commissioning model for the PCT and council for £200 million of pooled adult health and social care budgets and £40 million of children's budgets; the NHS and council are sharing the same performance management system and have introduced a rolling programme of priority needs assessments.

- In **Hammersmith and Fulham** and also in **Herefordshire**, the Council and the PCT share a single Chief Executive and joint management team. A comprehensive review of shared services across Herefordshire Council, PCT and the Herefordshire Hospitals Trust has identified annual savings of £4 - £5 million, and annual procurement savings, which could reach £830,000 in 2011-12, and potentially even higher through greater integration of services.

Reduced costs to society from better outcomes

3.4 Pilots have only included direct savings in their reports. The greatest savings from the Total Place approach will ultimately come from the reduced costs to the public purse, of making sure those most in need of services get the right support at the right time. The pilots have shown that by tackling problems early and resolving problems before they become acute, real progress can be made in tackling the most stubborn challenges in communities, such as reducing the number of families with complex needs requiring intensive support, and improving life chances for children.

3.5 Some pilots have undertaken research to estimate the wider social costs of issues and interventions. This work is in the formative stages – one of the findings of the pilots is the dearth of readily available information on the costs of key societal issues and on the costs and benefits of specific interventions. For example:

- **Birmingham** – £1 on drug funding saves £2.50[2]; Birmingham estimate that for each addict, each year off drugs will save £50,000 in unnecessary social costs. They further estimate the full social costs to the city of drugs misuse could be in excess of £500 million per annum; and

- **Croydon** – the 200-300 'chaotic' families in the borough could each cost public services around £250,000 per annum.

Redesigning services with the local community

3.6 Involving the local community in the reconfiguration and redesign of services can support more effective spending to help achieve multiple social, environmental and economic outcomes. For example, the third sector organisation Refurnish has worked with **Doncaster Council** to redesign services for collecting bulky household waste furniture, and distributing it to low income families for re-use. In 2008-9, the service diverted 488 tonnes of waste from landfill, saving the local authority approximately £20,000 in landfill tax payments and providing goods to over 4000 low-income households. Supplying the same families with second-hand goods could have cost around £140,000. Further social benefits included over 130 volunteering placements to help improve the employability of socially disadvantaged people. A scaled-up service across **Doncaster** could realise the equivalent of £5.61 local return on investment.

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[2] www.homeoffice.gov.uk/rds/pdfs09/horr23.pdf

Re-investing in services through flexible use of funding

3.7 Many pilots have highlighted savings that will only be realisable through up-front investment in services. The capital required for this investment may be sourced from efficiency savings achieved in initial years, or from effective de-commissioning of existing services. To realise savings through these investments would first require organisations to be able to recycle the initial savings, and then to decommission existing services effectively. For example, **Gateshead, South Tyneside and Sunderland** have suggested that a shared approach to Crime Safety Partnerships (CSPs) across the three local authorities could ultimately achieve £1.8 million savings per annum, if local partners could transfer initial savings across organisations.

Quantifying the full value of multiple outcomes

3.8 Accurately and fully measuring the multiple social, environmental and economic outcomes is a key part of assessing value for money. One analytical tool for identifying service models that help achieve multiple outcomes is Social Return on Investment (SROI). Many third sector organisations delivering public services have used SROI to demonstrate the indirect social and environmental outcomes that their service models deliver for the same or less money.

3.9 Perth YMCA conducted an SROI of its Get Ready for Work and Project Scotland programmes for excluded and disadvantaged young people. The analysis explored the investment made compared to the social value that has been created, and the savings that have been experienced by stakeholders. Impacts included:

- improved health and well-being of participants and greater family stability;

- better employment and training outcomes;

- better life chances of young people who are, or are at risk of becoming 'NEETs';

- reduced crime and drug misuse; and

- enhancing personal development and relationship building.

3.10 Overall, the results suggest that for every £1 invested, a social return on investment of £4.35 has been realised. The added value per participant was just over £14,000. **Manchester city-region's** work with Government on cost-benefit analysis offers another tool for quantifying outcomes. It is set out in Chapter 4.

Annual profile of savings

3.11 Pilots have emphasised that many savings will be back-loaded given the complexity of leadership, management and organisational challenges that are required to implement these approaches. Even though many of the pilots demonstrate very strong leadership, further development of local leaders is seen as integral to realising the greatest gains. Pilots are undertaking specific support programmes to raise the capacity of local leaders to collaborate effectively, as set out in Chapter 6.

Potential savings from Total Place

3.12 Initial evidence from the pilots is demonstrating that significant potential savings could be achieved from these approaches, but further work will be needed to understand how these approaches inform future spending decisions. If local areas were able to find on average an additional 2 per cent saving in 2013-14 on those elements of public spending that are locally controlled, Total Place could generate savings in excess of £1.2 billion per annum by 2013-14.

3.13 The relationship between Total Place savings and other pressures and savings will be examined in the next spending review, including *Smarter Government* and other savings announced in the 2009 Pre-Budget Report and Budget 2010. We will also look at how we can put in place the right structures and incentives to support the delivery of savings across the public sector, ensuring that the challenges and benefits are shared fairly across all partners in an area.

3.14 Not all areas will have the leadership or capacity to achieve this scale of savings. Some may be able to achieve greater savings. Different types of organisation may have more or less scope to find savings depending on the services that they deliver. The next steps outlined in Chapter 7 set out how Government will support places to make real savings by increasing local control over public spending, through freedoms from central controls, freedoms to collaborate, freedoms to invest in prevention and drive growth, and devolution to cities and regions to drive growth.

Chart 3.A: This shift accrues efficiencies over time and during the lifetime of individuals as the Total Place approach 'beds in'.

Better targeting and prevention

Savings in the range of **£4 million** on better offender management estimated by Bradford.

Croydon has proposed a substantial shift in balance of investment between services for universal needs and services for targeted needs, particularly for the 35% of families who are 'coping' and 'not coping'.

Early intervention and cost avoidance

Manchester city-region savings of £2 million (early years provision for under 5's).

Better societal outcomes

Better defined outcomes

Citizen Focus

Efficiency gains accrue

Croydon has proposed estimated saving (NPV) of **£61 million** by 2023-24

Services wrapped around customer journey

Better organisation inter-organisational working

Reduced duplication and transaction costs

Luton estimate between **£2-£3.7million** on rationalising access to services.

Bradford are proposing a single assessment approach and allowing the passporting of this assessment between organisations could achieve efficiency gains of up to **£135,000 per annum** for those on short term sentences.

Shared services/management/assets

Kent's single asset management strategy could deliver around **£40 million per annum** potential savings in revenue running costs, and net capital of receipts **£200-£280 million.**

On collaboration around assets and procurement **Lewisham** could save **£6.5-£15 million.**

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4 Building services around citizens

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Key points from the pilots: building services around citizens – a vision for Total Place:

- services that are effective and that reflect local area priorities;
- a joined up approach to tackling intractable issues;
- tailored support as issues emerge, rather than when they become acute; and
- more funds for service delivery, and less spent on administration.

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Principles for reforming public service delivery

4.1 *Putting the frontline first: Smarter Government* set out the Government's plans to deliver better services for lower cost, by strengthening the role of citizens, freeing up public services, and streamlining central and regional government, saving money through sharper delivery. This means giving people guarantees to high quality public services, accelerating the move to digitalise services, radically opening up data, encouraging greater personal responsibility and building a stronger civic society. These actions will help citizens play a more active role in managing their own needs, serving their own communities, and strengthening civic society.

4.2 Places have used Total Place to start to reconfigure services – both at the user contact point and behind the scenes – to deliver better outcomes at lower cost. Many of the ideas identified could also be used in other places. **The following principles set out a series of steps to deliver better outcomes across public services as a whole.**

Accessing services in the most efficient and effective ways

4.3 Several pilots have developed new models of delivering much more integrated customer services, for example by aligning related transactions or processes currently delivered by different organisations, and in multiple locations. These solutions have the potential to free up significant resources for delivering frontline services and significantly improve customer services and customer satisfaction:

- the **Kent** Gateway programme provides integrated access to public services across the county, by bringing discrete services from 60 partners through modern and accessible buildings, enhanced online service provision and shared telephone handling. The Gateway approach supports public sector organisations to rationalise their front and back-office processes, harmonise complex processes such as cross-referrals, achieve reductions in their physical estate, and also improve customer services (customer satisfaction is over 90 per cent). The programme has been active since 2005, and there are now seven facilities in key towns within Kent;

- **Leicester and Leicestershire** have developed an overarching vision for frontline services to work together to improve the customer experience in terms of speed, accuracy and comprehensiveness, reducing the number of call centres (from 65 to 25) and the number of face to face access points by 2011. The vision will deliver

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services that reflect local needs, increase customer satisfaction, increased confidence in public services, and lead to value for money and cashable savings;

- **Northumberland** has developed a strong partnership approach to protecting those most vulnerable in the community that is delivering real benefits in a rural area. Through the close engagement of front line staff and service users, and combining a Sure Start Centre and Fire Service Station, Northumberland Fire and Rescue Services, Children Services and SureStart has been able to ensure high quality service provision as well as delivering savings that can be reinvested to meet other local needs;

- **Central Bedfordshire and Luton** propose a triage service, offering customers access to information, advice or casework services about benefits across a range of organisations. Other changes proposed a include a single IT system across a range of benefits, a single system and team for verifying documents and customer visits, a single team to counteract fraud, shared document verification across agencies, and removal of paper records transfer between agencies; and

- **Leicester and Leicestershire** believe greater digital uptake will lead to savings of £1.25 million per annum, and higher levels of customer satisfaction.

> **"The current direct cost of Government interventions and provisions around a family in chronic crisis is conservatively estimated up to £250,000 a year. There are between 60-100 such families living in Swindon."**

Telling their story to public services once

4.4 Through customer journey mapping, many pilots have demonstrated how citizens often provide the same information multiple times to different agencies. Pilots have identified ways to help reduce this duplication and the potential benefits of doing so:

- **Croydon** are developing the 'Life Passport' concept in which families with disabled children can more easily share a wide range of information about themselves with all public services they have contact with, on a mobile phone or similar device;

- **Kent** propose that the number of benefit assessment forms to be completed by those recently unemployed could be reduced from five to one, and the number of visits to public agencies from four to one, reducing the time taken to deal with a customer by a third and saving £2.2 million per annum, with a potential for this model to be scaled up over other services;

- **Bradford** are to more widely adopt the 'Tell Us Once' approach to assessment of individual needs and share this information across public sector partners. 'Tell Us Once' is a DWP led, cross government project to enable citizens to notify changes in their personal circumstances only once; and

- **Worcestershire** is introducing a unified commissioning process and working as a single service, based on the detailed approach emerging from cross-sectoral Lean[1] analysis for services for the NEET group. This would reduce administrative and support costs by 20 per cent and improve services.

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[1] Developed by Toyota, Lean is an improvement approach that aims to reduce waste in the production process by focusing on areas where activities consume resources but do not add value from the customer's perspective. For an examination of Lean's applicability in the public sector, see Evaluationof the Lean approach to business management and its use in the public sector, University of Warwick, March 2006.

Multi-agency teams

4.5 An integrated offer across organisations, especially to those with complex needs, offers the means to deliver better outcomes. Pilots have explored a number of different delivery models:

- **Westminster** City Council's Family Recovery Programme's multi-agency team (including Police, Council and PCT professionals) map circumstances and needs, and provide a single point of contact for families with complex needs. For the first 40 families:

  - 39 per cent of families with a history of anti-social behaviour have reduced their anti-social behaviour and 20 per cent have stopped anti-social behaviour;

  - 50 per cent of children have shown an improvement in their school attendance; and

  - 47 per cent report family functioning improving.

- **Bradford** believe they can reduce re-offending rates of those on less than 12 month sentences by 10 per cent, and save £4 million on costs across the offender pathway by introducing a new, more holistic, program of care and reducing the number of assessments that frontline workers have to complete from five to one;

- **Birmingham's** multidisciplinary team centred at Hartlands hospital believe they can save 10 per cent of the £6 million health services costs, associated with alcohol misusers with frequent A&E attendance, through joint care assessment and care planning; and

- by providing a single point of contact for those leaving care, and support to find stable living and working conditions, **Bradford** estimate reductions to social costs of £3 million in reduced burglary and £220,000 in reduced hospital admissions.

Tailored support as issues emerge, rather than when they become acute

4.6 Taking a preventative approach, ensuring issues are identified and addressed quickly – before they become acute – is both better for the citizen and cheaper to the public purse. Pilots have been looking to greater personalisation of services as a means to ensure issues are dealt with quickly and appropriately. Government will continue to work with local areas to examine these issues in greater detail during the next stage of work, as set out in Chapter 7:

- **Bradford's** work included a review of the approx. 59 per cent of offenders receiving custody who are sentenced to less than 12 months. They are not required to undergo supervision after release unless there are other factors (e.g. age), and these offenders have a reconviction rate of 60 per cent (Ministry of Justice 2009) and are a high recidivist group. This work showed Bradford that the inflexibility of the benefits system has the most significant impact on offenders serving short sentences. The delays in restarting benefits after release, especially if this is combined with the planning problems caused by early release, could create situations where the offender sees the only solution to financial problems is reoffending; and

- **Lewisham** sees that re-offenders receive the same management and interventions time and time again (for example, a training course) as interventions are often designed with a presumption that offenders only require the intervention once in order to progress, but this is not borne out by experience of re-offending.

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4.7 Comprehensive and integrated early assessment of individuals allows agencies to discover and understand the full range of issues an individual might have which impact on the whole public service in that area. Through a number of approaches, for example stretching professional boundaries and greater use of generalists to act as single points of contact, issues can be identified earlier and appropriate support provided quickly:

- **Croydon** estimate this could reap savings of £8.4 million by 2011-12 to 2013-14 and up to £61 million by 2023-24; and

- **Manchester city-region** believe £2 million could be saved by improving early years provision for 0-5 year olds, and an extra £2 million if they can achieve a 1 per cent reduction in the number of children in care.

4.8 By more proactively making support available to key groups, pilots aim to reduce costs they would otherwise face later down the line:

- **Bournemouth, Poole and Dorset** use data to identify older people who, without a proactive offer of support, would otherwise likely need access to costly services. The pilot believes that they can reduce the number of older people avoidably admitted to secondary or acute care by taking a range of measures, including redirecting expenditure to preventative and community services; and

- **Bradford** estimate that by providing a single point of contact for those leaving hospital/care, improving discharge planning and providing more appropriate support in the community they can reduce the number of older people being discharged directly into long term residential/nursing care by an estimated 50 per cent and save £1.8 million.[2]

4.9 The forthcoming Care and Support White Paper will set out a clear vision for how a National Care Service can improve integration of health and social care services around people. This will build on the evidence of good practice highlighted in the Total Place pilots.

Shared data drives better services

4.10 Government set out plans to radically open up data and public information to promote transparent and effective public services in *Putting the Frontline First: Smarter Government*. Many local areas are using transparency at the local level to drive service improvements, for example the **Royal Borough of Windsor and Maidenhead** is publishing data of all local authority expenditure over £500, and using published energy usage maps through smart metering to incentivise greater energy efficiency in public buildings.

4.11 Effective delivery of services across whole areas requires public services to share data on neighbourhoods, groups and individuals, and re-configure and align services to meet that need. Non-personalised data can often be sufficient for planning and coordinating purposes.

4.12 Within the legal framework of the Data Protection Act and other legislation, and provided there is a legal basis, protocols can help to support routine data sharing. The pilots indicate that partners' understanding of what is permissible varies widely within and between local areas.

4.13 Organisational and professional barriers to data sharing also derive from cultural and technological issues, including IT systems that do not communicate effectively. Some pilots have

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[2] Based on NHS Bradford and Airedale PCT and NHS Acute Trust.

identified ways to mitigate this using data sharing protocols and taskforces, e.g. using the 'Cardiff Model':[3]

- **Leicester and Leicestershire** and **Gateshead, South Tyneside and Sunderland** highlighted that hospital Emergency Departments share simple anonymised data about precise location of violence, weapon use, assailants and day/time of violence with Crime Safety Partnerships (CSPs) to support crime reduction.

4.14 *Putting the Frontline First: Smarter Government* set out actions Government will take to establish common protocols and review the legal framework. In addition, other actions include local Connexions services now receiving basic data (name, address and date of birth) on **all** 18 and 19 year olds who make a new claim to Jobseeker's Allowance, Income Support, Incapacity Benefit or Employment Support Allowance. This means Personal Advisers will no longer need to seek consent from 18-19 year old customers to share information.

Driving economic growth and inclusion, and tackling worklessness

4.15 Budget 2010 and this document set out a series of commitments for how Government will support economic growth and inclusion in places, building on the worklessness issues highlighted by pilots. The Government is committed to economic growth and inclusion for all people and places. This requires strong leadership at regional and sub-regional level. Places, as the Total Place pilots demonstrate, differ in their skill levels, sectoral composition and industrial legacies. This has played a role in their rate of growth in the past and will continue to do so in the future. A one-size-fits-all solution will not reach those furthest from economic opportunity. This, therefore, requires government policy to respond to places' economic context and prospects for growth with policies that are flexible, and more personalised to the needs of individual people and places, to support local authorities and partners to address their challenges and opportunities to ensure that our economy is positioned to reach its full potential for growth.

4.16 As demonstrated by the *Manchester Independent Economic Review*[4], it is important that future interventions recognise a place's economic context and prospects for growth, and that policy is tailored and targeted accordingly. The Total Place pilots highlight opportunities for Government to support places, by increasing flexibilities and freedoms to tailor services to people and communities to tackle local worklessness.

4.17 Total Place pilots (**Worcestershire, Kent** and **Birmingham**) have examined the funding in their areas for reducing levels of NEETs. **Lewisham, South of Tyne** and **Coventry, Solihull and Warwickshire** have looked at aspects of worklessness and young people. These pilots have identified additional costs of returning to work, which can create real barriers to reducing worklessness. It is clear that the bulk of interventions have been directed at increasing the supply of labour. While significant good practice exists, there is potential to streamline and better target these interventions, and ensure skills provision focuses on the needs of employers and anchor institutions.

4.18 Total Capital and Assets Pathfinders will also highlight the potential to maximise growth and inclusion by aligning capital investment and joined-up use of assets. This presents an important opportunity to create jobs and improve the sustainability of assets.

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[3] The Cardiff Model: Hospital Emergency Departments (EDs) sharing simple anonymised data about incidents of violence with Crime Safety Partnerships to enhance effectiveness of targeted Policing.

[4] http://www.manchester-review.org.uk/

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Freedoms for regions to drive growth

4.19 We are also taking steps to strengthen the capability and freedom of the regional tier to drive growth and inclusion, including better alignment of investment and a flexible regional growth fund. These measures will be supported by enhanced regional Ministers and delivered alongside measures to devolve new flexibilities to sub-regional and local areas.

4.20 Regional ministers will have two priorities: promoting growth and inclusion and driving public sector reform. To help achieve this, regional Ministers will support the region through a strengthened regional funding allocation process that will be newly aligned to the spending review cycle. Regional ministers will be able to recommend reallocation of regional funding to reflect different and changing regional priorities. The new regional growth fund will be a flexible source of funding for the region to use to support high value investment in infrastructure and business, which will help Regional Development Agencies (RDAs) fulfil their role in supporting national and regional industrial policy.

4.21 Taken together, these measures offer new freedoms for regions to drive growth and enable better alignment of investment (including in regeneration) at the regional level to ensure that funding is effectively prioritised to maximise growth in a tight fiscal climate.

4.22 Government will also act to simplify relationships at the regional tier by co-locating the Regional Development Agencies, Homes and Communities Agency, and Government Offices (GOs) and reducing duplication of functions. GOs will retain a key role in supporting Regional Minister and public service delivery.

4.23 In line with many of the themes emerging from Total Place this reform will mean:

- better integration of services;

- more collaborative working across the region;

- greater efficiency;

- clearer lines of accountability; and

- transparency of roles through rationalising functions.

4.24 Regional Ministers will also play a role in securing smarter, more strategic management of the public estate in each region through:

- building on Civil Service in the English Regions to encourage better use of the Government's civil estate; and

- acting as a champion for the region in the further transfers of civil service posts out of London and the South East as recommended in Ian Smith's[5] report.

4.25 In recognition of their role as key drivers of growth we will give our core cities and other centres of growth, including combined authorities, new freedoms to deliver growth through piloting an Accelerated Development Zone (ADZ) Scheme to support investment in infrastructure. Selected local authorities will receive capital grant funding up to a total of £120 million in 2011-12. The ADZ scheme will be funded through reprioritisation of RDA funding and paid out to the winning cities/growth hubs as a grant from the RDAs. The ADZ scheme represents a first step towards real devolution and in line with recommendations set out in this document tests giving greater freedoms and flexibilities to those places that demonstrate

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[5] *Putting the Front Line First: smarter government* commissioned Ian Smith to conduct an independent review on the scope for further government relocations out of London and the South East. The report was published on 24th March 2010 with Budget. It can be found here: http://www.hm-treasury.gov.uk/budget2010_smith_review.htm

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consistently high performance. In particular the scheme will inform Government thinking on the case for introducing Tax Increment Financing.

4.26 Finally, the streamlined and better-aligned regional tier will step back from the day-to-day management of public services. In line with *Smarter Government*, we will work with departments and the GOs to find ways of focusing future GO activity on supporting frontline innovation, Local Area Agreements (LAAs), public services reform and value for money.

The Third Sector can have a key role in service redesign

4.27 The third sector can contribute to designing services better tailored to need, including by:

- facilitating community engagement and empowerment of citizens to be involved in the design of their services;

- using the sector's own aggregated expertise on needs of individuals and communities and the solutions; and

- as a service provider, making a practical contribution in delivering services which are more efficient as well as more effective in responding to user needs.

4.28 Local areas that engage with the third sector at the earliest opportunity are likely to gain the greatest benefit from their contribution. The third sector often has a focus on preventative interventions, and can be a key player in developing more personalised services. Pilots have recognised the role that the third sector can play:

- Strategic involvement: **Birmingham** have consciously built on the partnership work that has already begun and involved all the key sectors (council, health, police, voluntary, private) as fully as possible in both strategic discussions and operational pilots. Work to develop the capacity of Be Birmingham (the LSP) and to deliver a Common Purpose programme connecting middle managers across the locality both include the third sector. Birmingham see collective leadership across all partners in the city as one of the key conditions that must exist to make Total Place self-sustaining.

- Designing better interventions: the **Gateshead** Community Network has been contracted to undertake a long term consultation for Northumbria Police as a neutral organisation that is able to obtain sometimes sensitive information from people who may not wish to inform or be seen to inform the police themselves around drug activity and anti-social behaviour. As a result, neighbourhoods have seen ASB levels reduced by 49 per cent, with 60 per cent of residents feeling safer going out in their neighbourhood. This is compared to 39 per cent feeling safe before the enforcement week. Public confidence in the police has also increased by 4 per cent.

Using evidence and undertaking cost / benefit analysis

4.29 A number of pilots are seeking to implement partnership-wide research and analysis capabilities to help them apply cost-benefit evidence for commissioning and de-commissioning public services, and to test pilot programmes effectively. **Manchester city-region** is working closely with Government to develop their thinking around cost-benefit analysis, in line with the opportunities and challenges set out in the *Manchester Independent Economic Review*. Work so far suggests that:

- robust information on the likely and actual returns to each organisation of interventions might be used in multi-agency investment decisions to decide how investments and benefits can be apportioned between the agencies;

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- the data on actual costs and benefits from the piloting and scaling up could also provide the basis for a productivity fund. Sub-regional, regional and national agencies could be invited to route investment through the fund on the basis of evidence that their objectives and interests would be served; and

- an alternative approach to economic growth and regeneration should be taken based on the understanding of the places economic context and prospects.

4.30 **Birmingham** cite the need for a national analysis capability to help address the lack of robust data and evidence available to areas. This would help ensure investment decisions are made on the basis of the highest standards of evidence – much as the National Institute for Clinical Excellence (NICE) does in the field of medicine.

Box 4.A: Actions going forward

- The Welfare Reform Act 2009 made provision for 'Payment on Account', which allows for an advance of benefit (a "Payment on Account") to customers if their benefit claim has not been decided (provided any delay is not caused by the customer having failed to produce evidence necessary to decide and pay the claim); or has been decided but payment of benefit cannot be made because the customer has not yet reached their payday.

- Government will review lessons learned from the implementation of individual budget pilots in social care.

- Government and local pilots will trial the first Social Impact Bonds[6] to test how to invest in prevention and avoid future cost pressures by leveraging alternative sources of investment. Government will work with a number of local areas to develop social impact bond pilots for reducing re-offending, and avoiding admissions to acute and long-term residential care, considering the case highlighted by Bradford and other areas. Bradford is interested in exploring the potential to use Social Impact Bonds to deliver the improved social outcomes and public sector savings identified during the recent Total Place pilot.

- Government will repeat Community Cashback in 2010-11, enabling communities to decide how to spend the recovered proceeds of criminal activity in their neighbourhoods. This builds on the £4 million of recovered proceeds that funded 283 community projects in 2008-09.

- Government will fund 12 areas and support a further 100 in developing Neighbourhood Agreements; to support communities in negotiating what police services can do for them to keep neighbourhoods safe and confident.

- Over the next year, Government will develop proposals for strengthening joint working to reduce reoffending. This will include building on the Integrated Offender Management Pilots, in which the Police work closely with NOMS and other agencies to manage persistent offenders. Government will also take forward as a priority the Bradley Review, setting out a plan for expanding liaison and diversion schemes for mentally ill offenders, and for improving the commissioning and availability of interventions for alcohol-related offending. In addition, there will be a continued focus on early intervention, building on the Youth Crime Action Plan, and seeking to align agencies' performance targets and incentives more closely.

- Government will identify an evidence base of data sharing obstacles and examples of best practice, and explore legislative and non-legislative solutions to sharing personal data – and will produce an initial report by December 2010, working towards common standards and definitions. This will build on *Smarter Government* actions to establish common protocols, review the legal framework, and produce effective data sharing guidance.

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[6] Social Impact Bonds attract non-government up-front investment to improve social outcomes and prevention, with returns generated from a proportion of the related reduction in government spending on acute services. By focusing reward on outcomes, organisations are incentivised to develop innovative interventions to tackle social problems. They enable foundations, social sector organisations and government to work together in new partnerships to invest in preventative interventions, define social problems and transform the way the social outcomes are achieved.

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- Government will undertake detailed further work to develop new approaches to using cost-benefit analysis tools and test proposals for local 'productivity funds', to support identification and investment in preventative actions with proven cost-effectiveness, including with Manchester city-region and Birmingham. Initial findings will be reported at PBR 2010.

- Government will work with a small number of local areas to co-design approaches to worklessness. This will include local authority and JCP joint working on information, advice and one-stop shops to improve customer services, building on the JCP national network for telephony based benefit claim taking and processing. This work will explore how best to deliver services to vulnerable customers, and the potential costs, benefits and savings of different solutions. Government will also work with Leicester and Leicestershire, Luton and Central Bedfordshire, and Kent to explore options for co-locating local authority and JCP services within the current estate.

Commissioning and procurement around citizen needs

Chart 4.A: Composition of gross English local government expenditure 2007-08[7]

Gross procurement makes up 46 per cent of gross local government expenditure.

- Gross Current Procurement
- Gross Capital Procurement
- Local Government Pay
- Current Transfers
- Capital Transfers
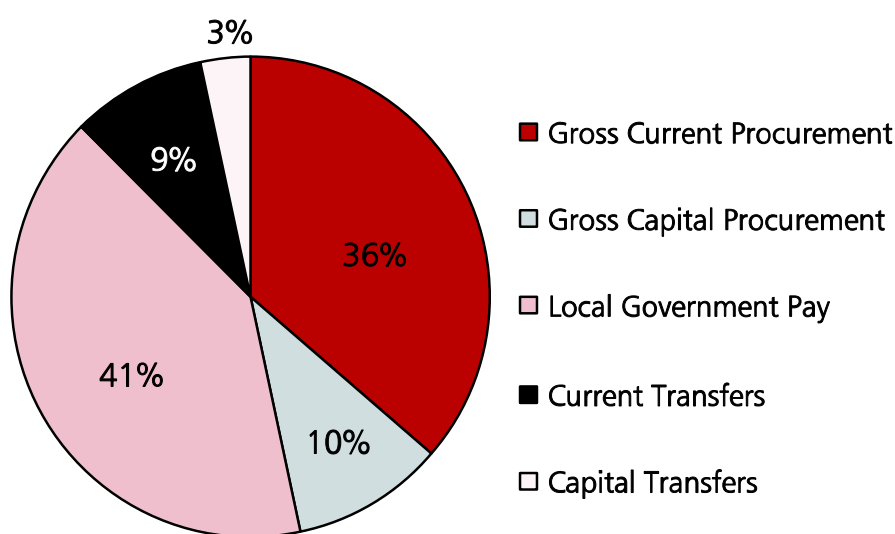
Source: Local Government Finance Statistics, CLG (2009)

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[7] Local Government Finance Statistics, CLG (2009), GDP Deflators, HM Treasury (2010). This document uses CIPFA definitions of 'procurement' and differs from e.g. HM Treasury PESA or OGC definitions. Net local government procurement on this measure is £46 billion (net of £26 billion income).

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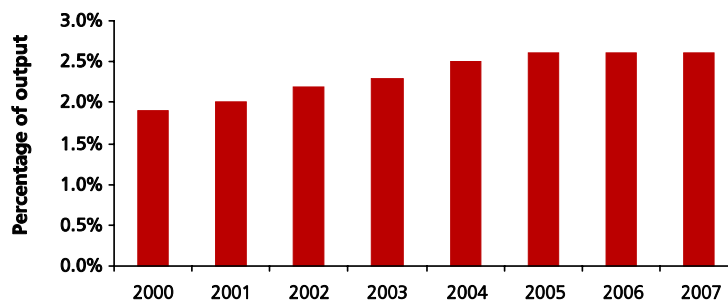
Source: Blue Book, ONS (2009)

Lewisham believe smarter and more collaborative procurement and asset realisation across agencies would lead to savings on £6.5 million - £15 million.

4.31 As we move towards the creation of clear public service entitlements and away from a performance regime reliant on the close monitoring of hundreds of indicators, to one which is increasingly focussed on responsiveness to local and sub-regional priorities, it will become ever more important to ensure that local strategies are the right ones, informed by strategic needs assessments. LAAs and MAAs will identify the key priorities for areas, which will guide the resource and procurement decisions of the main public sector agencies in places. This means more pooling and aligning of budgets; commissioning services based around the needs of users, rather than from the perspective of separate organisations; and more effective data sharing and analysis.

4.32 Innovative procurement can support wider economic growth and inclusion objectives in places as well as driving value for money, for example, supporting innovation, sustainability, skills and SME and third sector organisations.

4.33 Making the shift from the commissioning and procurement of a defined product or service, to engaging the supply side in developing solutions to outcomes, can fully release the expertise and innovation of suppliers to develop new and more effective approaches – and delivers more for less.

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[8] Blue Book, Office National Statistics (2009), using National Accounts definition of procurement.

Chart 4.C: Commissioning and Procurement around citizen needs

Outcome-based commissioning – some good examples, but urgent action required to support spreading and embracing of approach.

Will need **transformational change** to meet the challenges.

Increased procurement challenge and risk

Niche services

Total Place

Total Assets

Personalised services

Community led services, budgeting and governance

Policy through procurement

Infrastructure

Producer led services

Utilities

Commodities

Transformational procurement space

Traditional procurement space

Meeting public/community service delivery expectations

Efficiency agenda and incremental change – significant further gains to be had here, but will not be sufficient.

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Box 4.B: What could a successful outcome-focused procurement system look like?

- Outcome-based procurement the norm rather than the exception in those services where it can make a valuable contribution to encouraging innovation. Procurement of outcomes is very challenging so it may be necessary in some circumstances to procure outputs, which demonstrably contribute to desired outcomes.

- A self-sustaining system where improvement and innovation are driven by strong local government incentives rather than top-down government pressure.

- Local services geared towards meeting the needs and demands of service users and citizens – structuring services to meet those needs through engaging them in service design and monitoring of performance and working across service silos to focus on the outcomes for the person rather than the individual services they receive.

- Where an innovation occurs in one local authority it is rapidly diffused to others, improving all services rather than services in a small geographic area.

Box 4.C: What would be the characteristics of a successful system?

- Local services have a clear picture of the needs of users, the appropriate services to meet those needs and the outcomes that they are looking for services to achieve, developed through user-engagement.

- Local services work closely with suppliers (private and third sector) in determining the appropriate way of meeting identified needs and are open to new approaches from outside, rather than developing service models on their own in a closed process.

- Local services are willing to experiment with new service models and incubate, test and develop new ideas to improve their services.

- Suppliers are given increased freedom and incentivised to determine the appropriate structure of services to enable them to meet outcomes.

- Local services have the leadership, skills, capability and incentives to enable and encourage them to be innovative and use outcome-based procurement to its maximum effectiveness, over-coming the current barriers to outcome-based procurement.

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5 Local areas guiding resources and setting priorities

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Key points from the pilots:

- de-ringfencing and streamlining budgets are important for local collaboration to deliver better services at less cost;

- as are effective pooled or aligned budget arrangements across a geographical area, or across previously separate funding streams;

- different sector-specific performance frameworks can limit the scope for effective working across a place; and

- local areas can achieve significant savings from a Total Capital and Assets approach to local property and capital investment.

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Introduction

5.1 Total Place has demonstrated the potential benefits of taking a more customer centred approach to public services, in terms of better services and improved outcomes at less cost. While pilots have illustrated examples of how local areas can better join up services locally, the full potential of these approaches will only be achieved if local areas have the flexibility to develop joined up services across organisational and administrative boundaries. In particular, it will depend on how far 'vertical' and 'horizontal' financial and performance frameworks enable local organisations to design and deliver such services.

5.2 Specifying what government funding is spent on, and what outcomes this should achieve, can help Government ensure local organisations deliver specific national priorities, drive consistent implementation, and provide clear visibility of public spending. Ringfences and other restrictions on the use of public money can help drive consistent implementation of national priorities, and provide clear visibility of public expenditure.

5.3 These controls also give assurances to Parliament that departments can be held accountable for spending money effectively on the particular policy areas that it has been voted for. Financial frameworks and the overall performance framework for public spending give central Government assurance that funding is spent to deliver key national priorities.

5.4 However, overly restrictive conditions on the use of public funds can restrict value for money in spending decisions. Central restrictions limit the ability of frontline organisations to combine resources effectively to meet local priorities through the most effective services. More funding streams means additional overheads in administering them.

5.5 The pilots have made clear that greater flexibilities over the use of resources can support local partners to:

- focus funding where it will have the greatest impact on overall outcomes;

- target spending to the most significant local priorities;

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- support strategic spending decisions;

- reduce a layer of bureaucracy from tracking individual pockets of spend; and

- flex the deployment of resources to meet changing priorities.

5.6 Pilots and parallel places have identified significant opportunities for local partnerships to achieve efficiencies by combining their resources and performance monitoring systems effectively, through:

- effective use of pooled and aligned budgeting arrangements, for example between local authorities and primary care trusts;

- better targeting spend towards the needs and priorities of each place through joined-up strategic commissioning of outcomes;

- investing in those public services that have direct and indirect impacts on the costs of delivering other services, even if the costs and benefits of doing so fall to different organisations;

- reducing duplication and inefficiency where different local organisations undertake similar discrete processes that are not aligned effectively;

- joining together the functions and management structures of different services to reduce overheads and transaction costs and to tackle common objectives jointly; and

- aligning local performance systems and more efficient systems for reporting and presenting data across different services.

5.7 **Pilots have identified a series of national changes** that could build on the commitments in *Putting the Frontline First: Smarter Government* to support local partners' ability to guide resources and set priorities at the local level including:

- reducing the restrictions on funding streams, and rationalising the number of separate funding streams;

- supporting effective pooling and aligning of budgets;

- a 'whole area' approach to management of public sector assets;

- aligning capital investment in a place;

- strategic commissioning for place; and

- aligning performance frameworks and addressing the burden of reporting and inspection.

De-ringfencing and streamlining funding

5.8 Several pilots have identified reducing restrictions on the use of public funding as a key element of delivering joined up services for individual customers of public services, to achieve better outcomes at less cost:

- **Leicester and Leicestershire:** alcohol-related crime accounts for 25 per cent of all serious crime in Leicester and drug-related crime 13 per cent but only £4.9 million per annum of resources are spent locally on alcohol misuse, significantly less than the £13.4 million per annum spent on drugs treatment. The costs of dealing with alcohol misuse across the public sector are more than £89 million per annum (local estimates); and

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- **Birmingham** estimate the social costs of the city's 11,300 persistent drug misusers to be £500 million per annum, and alcohol misuse costs over £700 million per annum.

5.9 Some pilots have outlined national barriers to local guiding of specific budgets towards where they could be most effective:

- **Leicestershire and Leicester, Birmingham, and Gateshead, South Tyneside and Sunderland** have suggested more flexible alcohol and drugs funding could help tackle these priorities, in particular changing current ringfenced drug treatment budgets to include alcohol treatment, and a stronger focus on prevention;

- **Leicestershire and Leicester** estimate possible gross savings of £8 million over five years for an upfront investment of £3 million. This is dependent upon changes to funding arrangements that enable strategic commissioning boards to allocate resources to meet local priorities, alternative accident and emergency provision for dependent drinkers, and other improvements to drugs and alcohol commissioning;

- **Coventry, Solihull and Warwickshire** suggest that de-ringfencing and streamlining education and children's services grants will provide significantly greater local flexibility to meet local priorities, and allow them to target spending more effectively. This could drive value for money and improved outcomes; and

- **Durham** have considered how the county's housing offer could better complement economic growth and regeneration, ensuring that the right properties are available to attract and retain talented individuals and businesses. The pilot has suggested reducing the multiple funding sources (19 for housing and 58 for housing and regeneration) to deliver overall regenerative transformation of the area, make investment more aligned, and reduce the transaction costs of bidding for funding.

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- Government will build on innovative approaches developed locally to tackle chronic alcohol and drug misuse, working with areas including Leicester and Leicestershire, Birmingham and South of Tyne. This will include exploring ways to address any constraints in the current funding system, building on drug system change pilots, and supporting areas to consider how they can secure mainstream investment to address alcohol misuse more effectively. This work will report at PBR 2010.

- The Homes and Communities Agency, DCLG and Treasury will work together to significantly rationalise the current individual HCA funding streams, using evidence from the County Durham pilot. We will continue to work together to secure an agreed funding structure, which supports greater freedoms and flexibilities as part of the next spending review.

- We will de-ringfence £1.3 billion grants to local authorities from 2011-12, and pilot a streamlined grant for children and young people, as part of the Single Offer set out in Chapter 7.

- We will test more radical de-ringfencing and other funding and performance flexibilities through the Single Offer approach set out in Chapter 7.

- Government will support social housing tenants who need to move to a take up a job by working with the Northern Housing Consortium over the next year to test a new approach to help tenants move for work.

- We will also invite social landlords to apply to pilot approaches for helping low income working residents in social housing. Up to 15 pilots will be selected later this year to provide advice and support to residents around managing finances, training opportunities, and career prospects, and so enable them to boost their economic prosperity and financial independence.

Pooled and aligned budgets

5.10 Several pilots have called for a significant increase in the use of pooled and aligned budget arrangements to support effective joined-up delivery of services across several local organisations. For example, **Lewisham** has suggested that all funding streams for employment support programmes are pooled to enable sub-regional employment and skills boards and their constituent local strategic partnerships to more effectively target local need. **Worcestershire** has proposed a single service, single budget, unified commissioning for services for NEETs, and greater opportunities to pool or align core budgets at a neighbourhood level to address the needs and aspirations of the communities within those neighbourhoods.

5.11 At present, there is significant scope for the pooling of funds and the Government has developed clear guidance following *Smarter Government* to support local partners to use pooled or aligned budgets effectively.[1] The guidance provides clarity on what is meant by pooling and aligning budgets, and on issues often cited as difficulties. It brings together current experience and learning from across different sectors with existing guidance, to provide information and help to local partnerships. However, pilots have also recognised the difficulties that local partners commonly encounter in combining resources – which means pooled budgets are

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[1] *Guidance to Local Areas in England on Pooling and Aligning Budgets,* Department for Communities and Local Government, March 2010. http://www.communities.gov.uk/publications/localgovernment/poolingaligningbudgets

sometimes used where aligned budgets are more effective, or pooled budget arrangements are not implemented effectively.

5.12 Some pilots have set out the ultimate ambition of developing a single area-based budget for all local public services, for example:

- **Coventry, Solihull and Warwickshire** – a concordat between the place and central government based on an agreed level of savings in exchange for significantly greater local flexibility. This proposal would include budgets being allocated on an increasingly flexible place-basis, with an end to ringfencing of budgets;

- 'Budget for **Birmingham**' – aligning budgets and strategies to increase focus on preventing problems and tackling underlying issues, alongside a shift towards longer-term investment and financial planning return across public services; and

- **Worcestershire** has proposed that principal local authorities should be the accountable bodies for greater levels of devolved funding and that they should have a strategic commissioning role.

5.13 Schools have a duty to cooperate to improve children's well-being and a right to be represented on the boards of Children's Trusts. This allows individual schools to pool funds with other statutory partners in the Children's Trust including the local authority, primary care trusts, strategic health authority, police, probation and youth offending teams, colleges and Jobcentre Plus. Schools may ask other partners to participate in a pool and vice versa. Government is currently exploring the need for developing further specific guidance for schools and their Children's Trusts partners on their involvement in pooling.

Box 5.B: Actions going forward

- One element of the 'single offer' approach set out in Chapter 7 will be places making effective use of locally pooled budgets to strategically commission services that meet their outcome and savings offer.

- Publish standardised agreements to enable local partnerships to make effective use of pooled individual budgets through budget holding lead professionals. These will be developed by Government in consultation with the National Audit Office and Audit Commission, and could focus on, for example, supporting families with complex needs (as highlighted by Croydon), tackling drugs and alcohol misuse (as highlighted by Leicester and Leicestershire and other pilots), supporting older people to stay in their homes longer (Bournemouth, Dorset and Poole), and reducing re-offending (Lewisham, Bradford, and Birmingham).

- DCLG will publish guidance on effective use of pooled and aligned budget arrangements at the local level, alongside Budget 2010.

- We will support local joined up approaches by developing a new partnership concordat between central government and local authority led partnerships, which clarifies respective roles.

Reforming performance frameworks and local burdens

5.14 Almost all the Total Place pilots have highlighted how different sector-specific performance frameworks limit the capacity for local collaboration. Misaligned frameworks and duplicate (yet sometimes subtly different) reporting requirements and information requests create costly burdens on local authorities. Greater flexibilities and a reduction of the burden of reporting and

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inspection can free up the frontline, allowing the freedom to innovate and reduce costs, resulting in better service for customers/citizens.

5.15 Each inspectorate involved in CAA has reported numbers of inspector days over the period 2003-04 to 2008-09, as a proxy for reducing costs on the frontline. These figures demonstrate a collective fall in inspector days from 50,000 to 32,000, a 36 per cent fall.

5.16 Some of the examples from pilots of the local burdens associated with data reporting and inspection are highlighted in Chapter 2. Pilots have indicated that they still experience a burden of non-aligned reporting timescales, data definitions, data sources and target levels where these vary across performance frameworks. While including indicators in multiple frameworks may support local partnerships to deliver joint outcomes, there may also be duplicatory reporting of performance data.

5.17 Estimates of the costs of inspections vary significantly, e.g. **Leicester/Leicestershire** estimate the cost of responding to inspection regimes to be £3.6 million per annum, and **Kent** estimate the total burden of regulation and inspection across the councils, health and police to be £6 million per annum. The cost of CAA is estimated by **Bradford** and **Lewisham** to be 2,900 staffing days and 4,500 officer hours respectively. There are currently around 90 different organisations involved in the inspection, regulation and assessment of frontline services.

5.18 Furthermore, the volume and the timetabling of the reporting requirements do not always align across organisations or policy areas, creating additional data performance burdens.

- **Central Bedfordshire and Luton** illustrate that the LAA target setting and CAA process may not be operating consistently, and that inappropriate additional burdens are imposed beyond existing reporting frameworks and good practice in triangulating judgements from different sources. For instance, a number of adult safeguarding returns outside the national set are used to inform inspection and assessment under the CAA. In addition, many health and crime data reporting requirements for the police and PCTs sit outside of the NIS.

- **Lewisham** point out that much of the data collected to meet central government demands remains focused on activity and process and not on outcomes, e.g. centrally prescribed grant based targets from both National Offender Management Services (NOMS) and the National Treatment Agency (NTA), such as time taken to complete an OASys form and numbers attending drug treatments. Another example relates to the measurement of carbon dioxide output for the Council, which is reported both under NI185 and the new Carbon Reduction Commitment. Both measures report CO_2 production but measure this in different ways.

Box 5.C: Actions going forward

- In February 2009, inspectorates announced they had met a Government target to reduce running costs by one third since 2004. We will ensure this 'ceiling' on costs remains, and is tied to public spending levels through the next Spending Review. We will also commit to a measurable reduction in the costs of compliance with inspection and assessment for public services.

- Both the area and organisational assessment elements of CAA will be streamlined, to ensure a stronger focus on value for money and area outcomes. The Audit Commission will work with partner inspectorates to develop an area-based value for money assessment. Together, these changes will incentivise place-based approaches to efficiency, while having less administrative impact on local public services. Through the 'single offer' approach outlined in Chapter 7, groups of local services would be able to benefit from a further streamlined assessment process.

- Government is implementing its commitment to remove, by Budget 2010, a number of indicators in the NIS that are no longer relevant or needed. From 2011 the number of national indicators will be reduced even more substantially.

- As part of the next Spending Review, we will take action to more strongly align performance frameworks across government. This will include agreeing a set of shared principles to govern the performance management of local services ensuring greater consistency and coherence for local partnerships. We will improve incentives to collaborate locally through exploring the benefits of moving towards an integrated, rationalised set of indicators across local public services, supported by a common data set and a single or aligned performance conversation between central government and local areas on achieving the key outcomes that matter most to local people. A more aligned central-local performance framework will be an important feature of the next Spending Review with an emphasis on fewer targets and greater accountability through transparency.

- Government will set up and mandate the use of single gateways for new data requests to each frontline public service sector. These gateways should involve the frontline and should be transparent. Government will develop proposals by summer 2010.

- Government will set out the key information that the frontline needs in order to understand and answer data requests in the form of a Code of Practice – this will be published on data.gov.uk by December 2010. This will differentiate between personal and non-personal data, and set out the links to existing legal guidance that needs to be considered when dealing with personal data.

- Government will ensure all frontline staff are able to feedback their queries, suggestions or complaints about data requests by requiring Departments to review their internal feedback mechanisms by summer 2010.

- Government will consider the impact of new policies that generate data requests by modifying the Impact Assessment guidance on 1 April 2010 to require departments to assess frontline data burdens.

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Total Capital and Assets– a whole area approach to local property and new capital investment

5.19 Several Total Place pilots examined how to improve the efficiency and effectiveness of the local public sector estate, through a more joined-up approach to asset management across places. In relation to new capital investment, the Homes and Communities Agency (HCA) has worked with a number of case study areas to explore the potential for greater alignment across different funding streams.

5.20 This work has demonstrated the potential to develop a collaborative, commissioning approach to both new capital investment, and existing property assets built around customer needs. This has the potential to increase efficiency and improve outcomes, while providing the opportunity to create jobs, improve the sustainability of the estate, and leverage wider growth and inclusion opportunities, including through smarter procurement. This builds on the commitment in *Putting the Frontline First: Smarter Government,* for government to develop regional strategies for the government estate.

5.21 Further work is needed to develop effective local models for aligning fresh investment in capital assets with the effective strategic management of current assets. Initial estimates suggest that this work could generate significant savings for the public sector, in the order of 10 per cent revenue running costs, 10 per cent procurement efficiency, and up to £35 billion of gross capital receipts over the next 10 years from sales of surplus assets, supporting the delivery of the OEP targets for savings from asset disposal.

5.22 The examples below highlight the challenges and opportunities for property management, and aligning this with new investment:

- **Mapping the estate: Kent** and **Worcestershire** have mapped the entire public sector estate in their area. The value of that estate has been initially estimated at £5-6 billion and, depending on the definitions used, more than £3 billion respectively.

- **Releasing capital values for reinvestment: Kent** estimate that countywide approaches could deliver around £40 million per annum potential savings in revenue running costs, and net capital receipts of £200-280 million. **Worcestershire** are looking at reducing property-related revenue costs by £10-15 million per annum (10 per cent), aligning the estate with customer needs and achieving long term capital receipts. They believe that this also offers the opportunity to improve public access, co-locate staff, locate services where users want them, reduce carbon emissions and energy costs, and act as a catalyst to redesign services and achieve revenue savings.

- **Agreeing governance: Kent** has developed countywide governance structures and a strategic approach to support transformation of public services and assets. Meanwhile, **Worcestershire** are aiming to create a single public service body for owning and managing the estate, and a protocol for joint strategic management of the estate has already been agreed.

- **Scalability:** This approach is capable of extension beyond a single, high-performing area and has scope to be scaled up across a region or nationally. Seven local authorities in the **West Midlands** have worked with the West Midlands RIEP, Local Partnerships and PWC to highlight the potential savings from joined-up strategic asset planning. This work aims to release at least £2 million revenue savings and £10 million capital receipts over the next 18 months. The work estimates a potential to save £640 million in capital and revenue and 50,000 tonnes of carbon savings

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across the region over a ten-year period, with a return on investment of 7:1 over ten years.

- **Commitment and Capability:** The move to more professional and strategic asset management will require commitment and change. **Cambridgeshire** are developing options for an asset-backed vehicle with pooled asset stream and single operational estate management function, based on the county's status as a growth area. However, the partners have already identified differences in the ability of local partners to control assets. They anticipate an upfront investment of £30 million is needed to secure the full involvement of all organisations but should this be achieved they estimate revenue savings of up to 20 per cent over time.

- **Durham** found 38 capital programmes resulting in high transactional costs. This limits flexibility and adds complexity through difficulties with timescales, sequencing, conflicting criteria, and grant funding limiting the ability to achieve better value over the longer term. The impact of this complexity was evident in respect of the economic regeneration of a 21 hectare brownfield site in Durhamgate. To deliver this project a total of six different funding streams were required, each with different timescales, criteria and appraisals. These multiple funding streams both slowed the process and made it more complex to deliver in a difficult market; at one stage the delays associated with the multiple approvals threatened the proposition as a third party was beginning to lose patience.

5.23 This is supported by five case studies coordinated by the HCA. These have illustrated that despite recent moves across government to deliver greater alignment (including the HCA's single conversation and Partnerships for Schools' one conversation with local areas), there are a number of barriers to aligning future capital investment across public sector organisations:

- budgeting and accounting for investments over a longer planning horizon and greater alignment;

- limited incentives on individual departments and agencies to share assets;

- ensuring that capital investment decisions are not taken in isolation;

- effective sequencing of investments to promote growth;

- vertical performance and accountability arrangements can be prioritised over horizontal arrangements; and

- lack of sharing of data across organisations.

5.24 In addition, pilots have identified cultural and technical barriers to joining up asset management across public services in a place:

- **leadership** - securing long-term commitment from all the major property owning/using agencies;

- **cultural** issues within tiers of organisations (attitudes, beliefs and behaviours) – encouraging middle managers to collaborate with other organisations, cultural challenges in changing working practices and physical work environment;

- making it easier to gain agreement to **multi-occupation** of a site, including front and back office services; even specialist buildings/sites such as schools could also house other services/staff; developing agreed common standards for office accommodation. Some services may be best located on sites already used by the public e.g. retail;

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- **financial** – freeing up money to create headroom for investment in upfront expenditure, particularly where revenue and capital costs fall differently; and

- **technological** – developing agreed common standards for technology, aligning different systems when organisations come together.

5.25 A Total Capital and Assets approach could help overcome these barriers and drive greater value from future capital investments and existing property assets. This would involve placing the customer at the heart of a common commissioning approach for both capital and assets across local or sub-regional organisations. This approach could mean aligning the design, timescale, sequencing and location of public and private sector investments to maximise the overall benefit to the place, e.g. ensuring investment in transport infrastructure and major housing developments supports effective use of a new health facility.

5.26 Further benefits could be generated in terms of supporting economic growth and inclusion, creating jobs and reducing carbon emissions, by using this commissioning approach in procurement. At present, commissioning is too often done on a project-by-project basis. It is clear that substantial savings can be made by wrapping up a number of projects into a larger programme, as can be seen from the Buildings Energy Efficiency Programme. We have looked at work done by the Improvement and Efficiency South East (IESE), which shows the benefits that a wider commissioning approach to procurement can offer. IESE are demonstrating their ability to deliver lower costs, greater predictability and use the greater leverage afforded to encourage suppliers to invest in local labour, take on apprentices and use best environmental practice.

5.27 The Treasury has recently published its guidance document *Joint Ventures: a guidance note for public sector bodies considering and forming joint ventures with the private sector*[2], following a formal consultation process with key stakeholders. As set out in *Infrastructure procurement: delivering long-term value*[3], published alongside Budget 2008, this guidance looks at the issues associated with the creation and use of joint venture entities across the wider procurement spectrum.

5.28 Joint ventures may play a key role in the provision of services and effective use of assets, particularly in the context of local areas and potentially on the delivery of housing, regeneration and broader Total Place initiatives. In recognition of this, DCLG, in cooperation with Local Partnerships (LP), will build on the Treasury guidance to produce Summary Guidance for Local Authorities on Housing and Regeneration Investment and Development Opportunities.

5.29 The transfer of assets into community ownership can be an effective part of local asset management strategies, delivering outcomes for local people by enabling strong, active and empowered communities. Building on the learning of the Community Assets capital grants programme and the Communitybuilders loan and grant investment programme evaluations, Government continues to work in partnership with local third sector organisations to provide better facilities and local services for our communities up and down the country.

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[2] *Joint ventures: a guidance note for public sector bodies considering and forming joint ventures with the private sector,* HM Treasury, March 2010.

[3] *Infrastructure Procurement: delivering long-term value,* HM Treasury, March 2008.

Box 5.D: Actions going forward

- Government will run Total Capital and Assets Pathfinders concurrently from Budget 2010, reporting at Budget 2011. The 11 Pathfinders are: Cambridgeshire, Durham, Hackney, Hampshire, Hull, Leicester/ Leicestershire, Leeds City Region, Solihull, Swindon, Wigan and Worcestershire. We will work with these named areas to provide a focus for the work but are also keen to involve other places that want to develop similar approaches in tandem. Local partners in these areas will work with central government to co-design and deliver capital and assets strategies to deliver improved services and better outcomes. Places will develop specific models to improve strategic decision-making, investment planning, governance and accountabilities for realisation of benefits, collaboration between local authorities (reflecting functional economic markets), procurement and delivery, and programme information.

- DWP will explore the potential to bring in other public services to their existing local frontline and back office estate, through worked live examples in Birmingham and Kent. This work will focus on the period after the current increase in claimant count numbers, and subsequent pressure on Job Centre Plus space. Interim findings will be reported at PBR 2010, including potential proposals for co-location.

- Government will publish OGC maps of the public sector estate to local partnerships, and consider making this freely available on www.data.gov.uk

- Five "partnering authorities" will be invited to work on development of Joint Venture vehicles with support from Government and Local Partnerships.

- Government will consider what further support might be needed to facilitate greater local authority and wider public sector collaboration in partnering and joint venture initiatives to improve the value for money provision of services, and exploitation of public sector assets.

- Kent and Worcestershire will work with Government to explore a range of options to drive greater value from the local public sector estate, including development of local property vehicles. This will be done in partnership with local agencies and central government, and will explore potential governance models, the scope of the estate to be included, potential savings in running costs, and incentives for disposing of assets. Government will consider the broader application of potential models in other places.

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6 Leadership, governance, organisational change and improvement

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Key points from the pilots:

- traditional models of leadership may not be able to meet the needs of customers effectively. There is a need for a greater local accountability accompanied by strong local leadership;

- buy-in from front line professionals is crucial in changing the culture of a place;

- a change in culture is needed to sustain new ways of working;

- leaders across the sector need support to work effectively in a new place-based context;

- a Total Place approach should be supported by a more integrated approach to improvement that ensures the key competencies and capabilities of pilots are supported; and

- strong political and managerial leadership will be needed where complex decisions on outcomes and service redesign have to be taken.

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Introduction: working differently together

> **"Confidence within the partnership is such that there is recognition that our fundamental aim – to improve customer experience – will require the radical re-engineering of outdated, organisationally-focused and inefficient processes that no longer reflect customer choice in a modern society." – Kent**

6.1 The quality of leadership is central to success in addressing local challenges. As the locally elected body, local councils have a crucial role to play in providing leadership. Through Total Place, places are adopting more collaborative models of service delivery that move from over-complex and inefficient public services to a more integrated system that focuses on customers and outcomes. This has prompted a rethink of leadership to support local partnership working. Many pilots have discovered that this change cannot successfully happen without a corresponding change in behaviour and mindset across public services.

The local leadership challenge

6.2 The challenges identified by Total Place will require all public leaders to take a broader view of the leadership task in public services. Future leaders will not only be people who can work across organisations on behalf of their places, but people who engage effectively with peers, communities, the third sector and with local democratic representatives. They might be political leaders, chief executives, and chief constables; equally they might be programme managers, frontline staff or members of the public. Some of the main implications for leaders at all levels are:

- the need for a shared strategy for public sector leadership that takes into account the wider public sector and economic context;

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- the importance of starting from the customer's perspective, not the organisation's;

- the necessity of system-wide, issue-based working across organisational boundaries;

- the need for a common language, a shared culture and new ways of working;

- strong political leadership to build understanding and drive change across an area, including decommissioning and reshaping services; and

- the need for changes in local leadership development to be mirrored nationally.

Re-shaping front line delivery

6.3 Total Place, with its focus on the citizen, has been the catalyst for leaders and frontline professionals to work together in new ways to provide public services beyond their organisational boundaries. Buy-in from frontline professionals has been highlighted as key to changing the culture of places:

- cultural differences are a constraint on professionals themselves, hemming professionals within their own budget circumstances and/or service norms, leading to siloed decision making;

- there is a need to invest in, and grow a multi-agency workforce, backed up by necessary technical infrastructure and cultural commitment to data sharing. **Tower Hamlets** have begun to address this by developing cross-agency 'One Tower Hamlets Teams'. Their joint tasking, intelligence sharing approach will support efficiency savings and improve local people's satisfaction with services;

- national professional bodies should be brought together to work collectively on issues and thereby save time and energy. For example, in **Manchester city-region**, silos in Children's Trusts have successfully been broken down, by bringing professionals together to address issues and deliver improved outcomes; and

- frontline professionals should be empowered to target and tailor their services to localised market failures (people and places), taking realistic account of local economic conditions and prospects.

6.4 A change in culture is needed to sustain new ways of working.

> **"The Total Place approach… has brought new people and organisations to the table… and with it, fresh ideas. It has also resulted in subjects being looked at very differently, with an entire focus on customer need, allowing difficult conversations about boundaries and organisational responsibilities in a safe environment." – Leicester and Leicestershire**

- Pilots pointed to the importance of a will, 'permission' and an ability to 'think outside the box' – to challenge orthodoxy, traditional practice, institutional boundaries, current budget arrangements and outcome targets. **Worcestershire** have explored this in their proposal for a move towards a single service model for NEETs. They expect this to take 2-3 years but expect it will realise significant savings and improved outcomes. This is dependent on the support of all agencies and the removal of emergent barriers. The active support of all Whitehall Departments will be essential to this.

- Pilots found that some of the main barriers to working together and more closely with colleagues in Whitehall were not just structures, but mind-set and culture

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issues. **Gateshead, South Tyneside and Sunderland** would like to address this through:

- a continuation of the 'champion' role to sustain Whitehall interest in innovation and integration locally;

- a high-level group on the theme of drugs and alcohol to 'trouble-shoot' problems as they emerge; and

- continuing shared work between localities and Whitehall to create the flexibility that will underpin 'de-duplication' and a more effective use of resources.

Implications for leadership across place

6.5 The findings of many pilots point to the same future: an agreement between place and government on shared outcomes at less resource, in return for responsibilities for the specific means of outcome delivery, and associated spending decisions, being held by the place, with the focus always being better outcomes for customers. Pilots are evolving existing mechanisms, such as their Local Strategic Partnership, and some are developing new governance, leadership and accountability arrangements to support this approach to place working.

- Pilots have appreciated that they need to need to engage across a range of public and third sector organisations and citizens and communities to develop a common understanding of the problem and develop a joint solution. This strong local leadership has already allowed places to find practical ways of working together: aligning budgets around joint outcomes; co-locating services in priority areas and merging support services and back-office functions to reduce overlap. For example, at a place level **Hammersmith and Fulham** and **Herefordshire** have joint chief executives for their council and PCT.

- New models of leadership will challenge senior leaders to work in a way that devolves authority for single outcomes against a single expenditure flow. **Cambridgeshire** propose a shared leadership team operating with a pooled budget and a single strategic plan that will be enabled to coordinate resources and allocate them based on local needs. This could produce efficiency savings of around £19 million per annum for all partners.

- **Worcestershire** and **Leicester and Leicestershire** note that the democratic primacy of the local authority should be given due regard, as it is the only body elected to represent the interests of the whole local population, and is therefore the key to strong local leadership - but local authorities also must be ready and able to take additional responsibility, alongside other organisations. A similar argument is raised by **Westminster**, who propose an 'Area Board' that would have statutory powers to coordinate the entire pool of public spending. With council leadership, they argue, there would be a democratic mandate and restored public engagement confidence as residents and businesses understand where responsibility lies.

- **Worcestershire** has proposed a strategic commissioning process to support better use of resources and delivery of cross cutting outcomes within area-based budget pilots. The key link between the strategic and operational commissioning would be a form of public services board or similar to advise the Local Strategic Partnership. Operational commissioning should continue to reside with key specialist agencies such as PCTs and the police. Strategic commissioning would comprise determining the community strategy, leading on citizen engagement, determining priorities, setting service outcome agreements, allocating resources between the agencies to

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- meet outcomes, monitoring performance, and political and financial accountability for the devolved funding.
- In **Bradford**, leadership from the third sector in the pilot demonstrates their role in offering solutions and securing wider third sector participation. This requires well-resourced networks, intelligence about the sector and an understanding of where capacity building might enable the sector to contribute more.

6.6 The Putting the Frontline First TaskForce's report[1] identified key strategic questions that all local authorities need to ask themselves in order to ensure the most innovative and ambitious ideas to achieve efficiencies, while improving services, are adopted. Strong local leadership going forward will involve more rigorous prioritisation of investment, spatially and thematically, determined by the principle of supporting those who are best placed to deliver – be they public, private or third sector.

Ensuring all partners are delivering for local people

6.7 Local authorities have certain powers to foster partnership in delivery of services and there is a range of legislation, for example the Duty to Co-operate in the 2007 LGPIH[2] Act to require certain named public bodies and agencies to work together to deliver particular outcomes. We will explore across Government and key delivery partners whether there is a need to bring forward additional mechanisms to enable one or more partners to flag up where they think a particular partner is not delivering on the delivery commitments they have made, and to ensure that such commitments are delivered.

Implications for political leadership

6.8 Strong political and managerial leadership will be needed where complex decisions on outcomes and service redesign have to be taken.

- Shifting attention and resources from citizens doing well and who find services easy to access, to others that are struggling and are higher risk, as in proposals from **Coventry, Solihull and Warwickshire** and **Croydon**, raises serious issues around public and political expectations locally and nationally.

- The attitude of both local and national political leaders will have a bearing on the effectiveness of implementing pilots' proposals. For example **Bournemouth, Dorset and Poole's** proposition would direct health spending away from acute hospitals towards primary and community care settings. While this is very much in line with the principles of current health policy and its focus is on increasing investment in prevention and keeping people healthy and independent, it presents challenges for local leaders (including politicians) in making the case to local people about how services can be improved and how they can benefit from this approach.

- Any changes in financial accountability structures would also have to take into account the implications for local politicians. The collaborative leadership model demands that, as democratically elected representatives, councillors have a mandate to scrutinise local authorities, and are answerable directly to citizens on how local authorities' services are being delivered. We will bring forward legislation at the earliest opportunity to enhance the scrutiny powers of councillors. This will allow a greater degree of scrutiny of local expenditure and activities of the council

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[1] *Putting the Frontline First: Meeting the Local Government Challenge,* Department of Communities and Local Government on behalf of the Putting the Frontline First Taskforce, March 2010. http://www.communities.gov.uk/publications/localgovernment/puttingfrontlinefirst
[2] Local Government and Public Involvement in Health Act (2007).
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsLegislation/DH_076445

and local public and private sector partner bodies both before and after the event – creating and supporting the imperative for aligned activity towards shared outcomes. This would build directly on councillors' existing representative responsibilities, and would be another avenue by which to involve local people more actively in service delivery. Work done in **Herefordshire** has shown success in using councillors to connect with hard-to-reach citizens and work with service providers to better represent local need, and **Leicester and Leicestershire** emphasise the point that the local councillor should be at the heart of it and feel he/she is able to make a difference with every agency, not just report a problem, with Total Place showing how the agencies are working together.

6.9 Local government needs to review the current leadership offer to elected members and consider how this reflects the Total Place approach. This builds on the Local Government Act's power of wellbeing (2000) and the Local Government and Public Improvement in Health Act's duty to co-operate (2007).

The national leadership challenge

6.10 The leadership challenge at a national level needs to recognise that services, institutions and public service workers cannot operate in isolation – they exist alongside a wider network of public service providers and need to work effectively across boundaries to deliver high quality, joined-up services across a place.

6.11 This means that all leaders need the opportunity to develop a set of skills and behaviours that are effective beyond the individual services over which they have influence. They need the ability to think innovatively and radically about efficiency and quality across sectors, and work with peers, other public services, communities and voluntary organisations to lead across a whole system.

6.12 Government is responding to this challenge by looking closely at the fitness for purpose of the current leadership development landscape. This includes taking forward the recommendations of the Cabinet Office's 2009 *Review of Public Sector Leadership Development*[3], which focused on the existing public sector leadership academies and their ability to develop the innovative, systems-wide leadership skills of the future.

6.13 The civil service itself should display the leadership behaviours needed across public services, and should come together to tackle issues that require a multi-agency solution. Central Government's Capability Building Programme[4] is using this approach to help develop the next generation of leaders at the same time as tackling the real-life problems affecting different areas. In **Barking and Dagenham**, for example, a team drawn from across government and the local authority combined its ideas and experience to find ways of using existing resources more effectively to support women with children back into sustainable work.

Implications for leadership development and improvement

6.14 The role of local leaders in Total Place work is critical to its success. Strong political and managerial leadership throughout public services is required to enable sustainable, fundamental change in the way people and organisations work together to shape services for the benefit of citizens. Leaders who have looked beyond the boundaries of their organisations and their authority are already shaping the future of partnership working. It is important that leaders are

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[3] www.cabinetoffice.gov.uk/workforcematters
[4] The Capability Building Programme uses public sector people to find innovative solutions to public sector problems. Its projects bring together a team of experienced people drawn from across government and the wider public sector to collaborate on a real policy, delivery or corporate challenge.

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supported in this change, both individually to help them cope with systemic change, and together to build a culture with shared values, aims and behaviours.

6.15 Leaders across the sector need support to work effectively in a new place-based context.

- Several local places have developed locality-based, cross-sector leadership development programmes that lay the foundation for working together innovatively. **Leicester and Leicestershire** are working with Warwick Business School on a cross public sector management development programme; **Worcestershire** has the Shenstone Group, **Kent** has the Leadership Programme and **Suffolk** has the Lives We Lead, Leaders We Need initiative.

- The growing numbers of locality-based leadership development programmes and the increasing importance of 'leadership of place' and systems-wide thinking are not reflected in the current development offer from central leadership 'academies', which deliver training and interventions through a sector-based approach. While aspects of professional development are best delivered in a sector-specific environment, there is scope for the development of place-based approaches that aim to raise the leadership capacity of a whole place and thereby make improvements across the whole public sector.

6.16 A more holistic view of places should be supported by a more unified approach to public sector improvement. Pilots have said:

- improvement has historically been linked to delivery chains that pursue national outcomes at a local level. **Croydon** point out that such a model can no longer deliver the scale or nature of change that is now required;

- a new model for whole public sector improvement will need to align with customer- and place-based governance structures. **Coventry, Solihull and Warwickshire**, for example, propose that national improvement resources and field forces be devolved with central government allowing places to manage their own improvement. This would require a shift in field forces ensuring they can be commissioned locally rather than centrally and for them to be integrated, more flexible and less standard menu/intervention driven; and

- training of frontline professionals should be more integrated into wider public sector improvement to support the development of cross-sector, locality-based teams such as those in **Manchester city-region** and **Tower Hamlets**. The strategy should also address raising skills and behaviours in the areas of outcomes-based commissioning and working effectively with the third sector.

6.17 Pilots and Government departments have benefited from shared learning in the implementation of Total Place work.

- Pilots extensively cite learning as an integral part of the Total Place process – an 'intentional learning approach' in **Croydon**'s words. They have explored this not just within their place, but also nationally in their theme-based workshops, and with central Government through workshops and the important relationships with Whitehall Champions.

- **Bradford** and **Gateshead, South Tyneside and Sunderland**, among others, cite embedding and strengthening these lines of communication as critical to taking forward Total Place work. **Birmingham** have formalised the need to capture the learning from Total Place and commissioned an evaluation from the Institute of Local Government at the University of Birmingham to help them take forward the lessons from their work.

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Box 6.A: Actions going forward

- We will consider bringing forward a mechanism to ensure that all partners are delivering for local people.

- Government will work with local government and other public, private and third sector employers delivering public services, to drive forward a more integrated approach to place-based workforce planning. This work will be taken forward by the Public Services Employers' Forum[5] (PSEF), led by the Cabinet Office, to ensure a joined up and strategic approach. The PSEF will be asked to consider working with the Civil Service Capability Group, to develop Action Learning Sets around place-based issues, integrating this into existing development work for the civil service's top 200 leaders, and bringing in leaders from other parts of public services.

- Government will support a Total Place approach to leadership development in places, through the implementation of the Cabinet Office's 2009 review of leadership development provision, led by DCLG. This will have the effect of re-shaping the leadership offers of academies to focus on leadership of place and systems-wide leadership.

- Government will undertake a cross-sector review of improvement bodies to ensure that the key capacities and capabilities identified by pilots are supported through an improved and integrated support offer and streamlined delivery, with the aim of reducing costs by 30 per cent by 2011-12, reporting by PBR 2010.

- *Total Place: a practitioner's guide to doing things differently* (a national 'how to' guide) and the *'Learning History'* of Total Place, will be published by the Leadership Centre for Local Government, and will help support other places to learn from the 13 pilots.

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[5] The Public Services Employers' Forum brings together workforce leaders from across the civil service and the public sector, including NHS Employers, Local Government Employers, the Police, the Probation Association, to consider and drive forward strategic solutions to cross-cutting issues, and share to best practice.

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7 Next steps

Introduction

7.1 Total Place sets a new direction for local public services based on the extensive work over the last year by local authorities, their partners and central government. This has demonstrated the great value that can be gained for citizens and taxpayers by putting the citizen at the heart of service design, and working together to deliver better outcomes, greater value for money, and eliminate waste and duplication.

7.2 The next steps set out in this chapter outline how Government will work with all local public service delivery bodies in places to give greater freedoms and flexibilities, and a new relationship with the centre. The key features of this relationship, which will inform future spending decisions, include:

- freedoms from central performance and financial control;

- freedoms and incentives for local collaboration;

- freedoms to invest in prevention; and

- freedoms to drive growth.

The Total Place approach for all places

7.3 The actions set out in this document form a new way forward for all places providing greater freedom and flexibility and a new style of relationship with Government. These actions build on the complementary reforms set out in *Putting the Frontline First: Smarter Government* that will support collaboration across agencies in all local areas, including:

- significant de-ringfencing of £1.3 billion of local authority grants from 2011-12; and

- a reduction in the national indicator set by 10 per cent from 188 to 170 indicators from 2010-11 and a further significant reduction in 2011-12.

7.4 The case for change made by the pilots is prompting a wide range of other organisations to apply the lessons in this report to their own circumstances. Strong local and collective leadership will be needed to develop innovative local solutions and to overcome organisational and service silos.

7.5 Total Place goes significantly further than the report of the local government Putting the Frontline First Task Force, which set out clearly the strategic questions that every authority should pose itself to maximise value for money for taxpayers.

7.6 The pilots applied the Total Place approach at a wide range of spatial levels and showed that it has the potential to deliver very significant benefits in tackling issues at all of these levels. Government are therefore taking a range of steps to enable all places to apply the approach, which are set out in this chapter as well as further actions for areas that demonstrate their ability to take them up.

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Ensuring all partners are delivering for local people

7.7 Strong local government is essential to our commitment to personalised services, to a strong local voice, and to entitlements for key public services. Citizens have a right to have their voices heard: sometimes they may exercise this right through personalised services; by influencing local services through the right to petition; or by having a direct say over how their neighbourhood is policed.

7.8 Elected councils hold services to account on behalf of the citizens who elect them. Effective scrutiny is therefore an important driver of improvements in public service delivery. Local authorities need strong scrutiny powers: including the ability to investigate and challenge, on behalf of their communities, those delivering local public services and spending public money in their area. Scrutiny should also apply to the services delivered by local authorities themselves. The framework of entitlements developed by this Government strengthens the position of citizens, providing minimum standards and consistent expectations. Together with the commitment to making public data public these will drive improvements in public services across the country.

7.9 There is a range of legislation, for example the Duty to Co-operate in the LGPIH[1] Act to require certain named public bodies and agencies to work together to deliver particular outcomes. We will explore across Government and key delivery partners whether there is a need to bring forward additional mechanisms to enable one or more partners to flag up where they think a particular partner is not delivering on the delivery commitments they have made, and to ensure that such commitments are delivered.

Further support for all areas

7.10 The Audit Commission is examining transition from primarily organisational-based assessments of use of resources to **area-based assessments** for 2011, and will consult on proposals for the area-based assessments in the summer. This is designed to encourage greater collaboration between public sector partners both to develop new services and in looking at new shared or aligned organisation structures to share priorities and objectives and to support integrated service approaches.

7.11 Government will publish **standardised agreements** to enable local partnerships to make effective use of pooled individual budgets through budget holding lead professionals who will then be able to shape services around individuals' needs. These will be developed in consultation with the National Audit Office and Audit Commission. The agreements could help support interventions to, for example, support families with complex needs (as highlighted by **Croydon**), tackle drugs and alcohol misuse (as highlighted by **Leicester and Leicestershire** and other pilots), support older people to stay in their homes longer (**Bournemouth, Dorset and Poole**), and reduce re-offending (**Lewisham, Bradford, Birmingham**). These will assist all areas to develop innovative, collaborative, funding arrangements.

Radical New Freedoms for High Performing Places – *the Single Offer*

7.12 Government will develop a 'Single Offer' for the highest performing places, a range of freedoms for all places with strong partnership arrangements, and continued close working with the 13 pilots on specific themes or issues.

7.13 Government will work with the strongest performing areas to identify how radical freedoms and flexibilities can deliver significant improvements in outcomes and greater savings.

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1 Local Government and Public Involvement in Health Act (2007). http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsLegislation/DH_076445

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Government will use the Total Place approach to test these ideas, evolving new services and new funding and accountability arrangements, working with places that demonstrate sustained high performance and strong partnerships. This builds on the 'concordat' suggested by **Coventry, Solihull and Warwickshire**.

7.14 Places that can show themselves to be high-performing agencies and partnerships will be invited to make an 'offer' to Government for how they can deliver **better outcomes and additional savings**, by re-designing services around users of public services in line with the Total Place approach. This could be at the level of a local area, sub-region or city-region, or focused on neighbourhoods within a local area.

7.15 These offers will need to identify initially:

- scope of proposal;

- the small number of locally-defined outcomes (probably up to 10 depending on scope) for which services would be re-designed to deliver better results, and against which targets and savings would be set;

- the scale of potential efficiency savings. Local authorities and their partners should work together to set out a range of ambitious savings, above those that will be required of all areas over the next spending period. Government and places will work together through the Single Offer process to agree a mechanism for identifying and allocating savings, including retention of savings;

- engagement of communities and the third sector in service design and delivery;

- evidence of willingness of partners to participate; and

- use of appropriate pooled or aligned budget arrangements that outline accountability arrangements, governance and funding structures, agreements with funding departments and clear memoranda of understanding across local organisations.

7.16 Freedoms will be negotiated between Government and places, and could include going further to remove budgetary ringfences, a single capital budget, a more area-focused and risk-based approach to inspection and assessment, and fewer indicators to report against. Engagement between Whitehall and these areas will support the collective development and implementation of new solutions: each of these areas will be able to work with their own 'Whitehall Champion'.

7.17 Government and places will work closely together to co-design the detail of the agreed Single Offer, including:

- agreeing what exactly is to be included in the agreement;

- defining new service solutions;

- tackling barriers;

- defining the outcome-based targets, flexible funding arrangements, light touch assessment and appropriate accountability arrangements; and

- agreeing the savings that will be delivered (over and above those required from all areas in the next spending review period).

7.18 Mutually agreed approaches will be incorporated into agreements between Government and the areas, and will come into force from April 2011. These places will benefit from greater freedoms to set priorities and use resources flexibly, and reduced burdens on the frontline.

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Thematic devolved responsibility – the *Innovative Policy Offer*

7.19 Government will also develop new relationships with a wider set of places who have demonstrated strong performance in particular policy domains, and could take advantage of greater freedoms to develop new and better ways of working. Partners that may not be eligible for the Single Offer, but who can evidence strong partnership working or strong performance in particular policy areas would be able to make similar proposals, which could be taken forward in a similar way. These proposals will need to focus clearly on improvement to public services, which is at the heart of Total Place. The scale of the improvement should impact on local citizens who are service users, as well as taxpayers.

7.20 Proposals should indicate a range of ambitious savings, above those that will be required of all areas over the next spending period. Government and places will work together through the Innovative Policy Offer process to agree a mechanism identifying and allocating savings, including retention of savings.

7.21 Government will maintain close engagement with representatives of all places involved to help drive these new arrangements: each of these areas will be able to work with their own 'Whitehall Champion'. The Single Offers will run over three years, with an interim report at Budget 2012. As the benefits of the Single Offer become clear through the initial negotiations between areas and Government, we hope that more places will put themselves forward and present proposals that demonstrate their strong partnership and performance credentials so that they too can move to this new regime.

The Children and Young People's Grant

7.22 As a further response to the Total Place findings, local authorities and their Children's Trust partners will be able to trial a new multi-agency Children and Young People's Grant to start in April 2011. This will be open to both Single Offer and Innovative Policy Offer places, as well as being trialled in other places. The grant will include money for youth activities, school improvement, support for families, disabled children, Sure Start and money for children and young people previously paid by the Area Based Grant within a single ringfence. This will be accompanied by opportunities for pooling and alignment of funding from partners such as PCTs and the Police, and from schools, as well as closer alignment of performance frameworks, strengthening local accountability while providing more flexibility to support the Children and Young People's Plan in driving improved outcomes for children, young people and their families. The new grant in these trials will support the Government's ambition of more integrated services, which bring together all local providers and shape services round the needs of children and young people and their families rather than artificial service dividing lines.

Total Place principles lie at the heart of delivery at all spatial levels

7.23 The 13 pilots explored the use of Total Place approaches at a range of spatial levels, from **Kent's** in-depth work on two wards in Margate, through to the **Manchester city-region and Warrington** pilot.

7.24 The Government has consistently pursued policies to enable services to be personalised to tackle the real needs of real people. The pilots have each identified service solutions that reflect the different needs of individuals and communities within their spatial areas. They have identified solutions around inter-disciplinary teams based (virtually or physically) within neighbourhoods and co-designing solutions with individuals, communities and the third sector. They have also identified solutions – particularly around skills and worklessness – which require collaborative working at the sub-regional spatial level.

Freedoms and incentives for Neighbourhoods

7.25 Neighbourhoods will benefit from a range of actions being taken by the Government in response to Total Place and other initiatives:

- local authorities and their partners will be able to propose Single Offers and Innovative Policy Offers focussed at neighbourhood level;

- Government will fund 12 areas and support a further 100 in developing Neighbourhood Agreements, to support communities in negotiating what police services can do for them to keep neighbourhoods safe and confident; and

- Government will repeat Community Cashback in 2010-11, enabling communities to decide how to spend the recovered proceeds of criminal activity in their neighbourhoods. This builds on the £4 million of recovered proceeds that funded 283 community projects in 2008-09.

Devolution to cities and regions to drive economic growth and inclusion

7.26 Government is committed to economic growth and inclusion for all people and places. This requires strong leadership at regional and sub-regional level. Places differ in their skill levels, sectoral composition and industrial legacies. This has played a role in their past rate of growth and will continue to do so in the future. While some places have had strong levels of economic growth over time others have not enjoyed the same level of success.

7.27 A one-size-fits all solution will not reach those furthest from economic opportunity. Policies over the last decade have been designed to ensure all parts of the country benefit from economic growth – our next phase of response needs to be more personalised to the needs of individual people and places, reflecting their unique opportunities and challenges, and link individuals to jobs in the labour market. In doing this we must distinguish between those areas which are well places for economic recovery, those which are near prosperous areas and those which are truly disconnected from growth opportunities.

7.28 Therefore, the Government's regeneration interventions will be targeted and focus on tackling worklessness, investing strategically in the regeneration of places that offer realistic opportunities for transforming their economic prospects and - in places that are struggling to recover - focusing on connecting people to economic opportunities in the region.

7.29 This requires action at sub-regional level. Government will take steps to support and enable strong localities, strong cities and strong regions to maximise economic growth and inclusion. Taking forward the Total Place approach, local authorities and their partners will be able to propose Single Offers and Innovative Policy Offers for public services focused across multi-authority areas, city-regions and sub-regions.

7.30 The Government will support investment in the infrastructure in our cities and other centres of growth through an Accelerated Development Zone pilot programme. The pilot schemes, designed to test some of the key elements of tax increment financing, will be introduced in locations across England in 2011-12. Combined authorities, as they are agreed, and selected local authorities will receive capital grant funding to a total of £120 million to help support projects that deliver key infrastructure and promise high levels of commercial development and growth. The Government will assess the impact of the investment on business rates growth within the defined ADZ areas to further understand the case for introducing Tax Increment Financing.

7.31 Greater Manchester is consulting on proposals to put city-region governance on a statutory footing, to oversee delegations and devolved powers agreed with Government, including on skills, transport and housing. Leeds city-region is also making progress against similar devolved

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powers, as well as trialling new approaches to asset and capital management. We will look to devolve further powers to strong city-regions that bring forward a robust case for change.

7.32 Adult skills funding is allocated according to a demand-led system by the Skills Funding Agency. To enable local employers to feed into this system, we are providing new flexibility to **shape skills spending** by giving powers to Birmingham city-region's business-led Employment and Skills Board to set adult skills priorities for its area, in line with the regional priorities agreed with Advantage West Midlands. Greater Manchester was granted these powers at PBR 2009, and Ministers will shortly consider proposals from Leeds city-region. For other city-regions that can demonstrate the capacity to do so, including through effective and proactive employer engagement, the Government is committed to encouraging and promoting the take-up of similar strategy-setting powers that will give business-leaders and local partners more power to influence the skills strategy for the area. This will allow them to inform decisions on the tailoring of provision to the training needs of communities where worklessness is most entrenched. And they will be able to boost economic and enterprise opportunities by encouraging the provision of relevant training.

Developing new Total Place services

7.33 The Total Place pilots have generated innovative ideas and demonstrated a commitment to implementing these. Whitehall champions will continue to work alongside these pilots and will work with them on the barriers identified to their delivery, with a further update report at PBR 2010. This learning and associated developments, which will support wider Total Place-style working in all places, will be shared across the sector.

Extended Field Trials

7.34 Further specific work will take place across places and Government, to take forward the pilots' findings as well as opportunities identified by other places. This will be facilitated by Whitehall Total Place champions and will include:

- working with areas including **Leicester and Leicestershire, Birmingham and South of Tyne** to build on innovative approaches to tackle chronic alcohol and drug misuse and exploring ways to address any constraints in the current funding system;

- offender management, particularly for those sentenced for less than 12 months, including investigating the possibility of developing a common assessment framework and single lead professional ideas with **Lewisham** and **Luton and Central Bedfordshire;**

- reviewing options around an integrated cross sector workforce around children and family services with **Croydon, Manchester, Coventry, Solihull and Warwickshire, and Birmingham;**

- further alignment of housing and regeneration strategies and funding streams, and new approaches to tackling deprivation, with **Durham, Kent, Worcestershire** and others;

- significantly rationalising the current individual HCA funding streams and developing new approaches to tackling deprivation, working with areas including **Durham, Kent** and **Worcestershire;**

- the forthcoming care and support White Paper, which will set out a clear vision for how a National Care Service can improve integration of health and social care services around people, will build on the evidence of good practice highlighted in the Total Place pilots;

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- investigating the coherence of the support available to young people not in education, employment or training and exploring how the local areas can provide a more structured approach that can be better tailored to the young peoples particular needs and circumstances, with **Coventry, Solihull and Warwickshire, Worcestershire** and others;

- Government will work with a small number of local areas to co-design approaches to worklessness. This will include local authority and JCP joint working on information, advice and one-stop shops to improve customer services, building on the JCP national network for telephony based benefit claim taking and processing. This work will explore how best to deliver services to vulnerable customers, and the potential costs, benefits and savings of different solutions. Government will also work with **Leicester and Leicestershire, Luton and Central Bedfordshire**, and **Kent** to explore options for co-locating local authority and JCP services within the current estate;

- finding a strong accountability regime that supports the Total Place approach has emerged as a key issue from the pilots. Government will continue discussions with the National Audit Office and Audit Commission to explore accountability frameworks, including for delegation of programmes funded by two or more departments. This builds on NAO moving towards greater coverage of cross-cutting policies and programmes in recognition of their importance to tackling key societal issues; and

- **Kent** and **Worcestershire** will work with Government to explore a range of options to drive greater value from the local public sector estate, including development of local property vehicles. This will be done in partnership with local agencies and central government, and will explore potential governance models, the scope of the estate to be included, potential savings in running costs, and incentives for disposing of assets. Government will consider the broader application of potential models in other places.

7.35 Total Place offers challenges and opportunities for **all** local partners and it is vital that each area considers how it can apply the Total Place approach to its priorities. In addition to ongoing developmental work with the Total Place pilots, Government will work with any place able to show that it can shape and deliver innovative, citizen focused, solutions with their partners to develop further freedoms linked to policy themes or area-wide solutions. All of these proposals will cement co-design between Whitehall and places as part of the way we work in developing policy on an ongoing basis, using a senior group of Whitehall and local agencies' leaders to drive progress.

Increasing the effectiveness of investment across local partners, including in prevention

7.36 The Total Place pilots identified a wide range of issues that impede them from working collaboratively across the public sector or from investing in service solutions where savings and benefits might accrue to multiple organisations, and over the longer term.

7.37 Several pilots have highlighted specific proposals for how they could achieve longer term, cross-cutting savings by investing in preventative approaches, for example re-ablement interventions to avoid long-term residential care and acute admissions, improved discharge planning and more effective community support. Pilots will continue to develop these approaches, and set out how they will approach significant challenges such as avoiding the double-running of services, and de-commissioning services effectively to fund initial investment.

7.38 Government will take steps to support areas to **invest in prevention**, including:

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- undertaking detailed further work to develop new approaches to using cost-benefit analysis tools and test proposals for local 'productivity funds', to support identification and investment in preventative actions with proven cost-effectiveness, including with **Manchester city-region** and **Birmingham**; and

- trial the first **social impact bonds** to help areas invest in long-term initiatives, particularly where one organisation invests and another benefits. We have already announced a pilot social impact bond to reduce re-offending in prisoners released from Peterborough prison and will consider further opportunities, for example, MOJ /Peterborough on short sentence prisoners, CLG / Leeds on adaptations to housing to support independent living, and further work with **Bradford** on reducing re-offending, young people leaving care, and older people leaving hospital.

7.39 A **collaborative commissioning** approach to capital and assets based on customers of public services could drive significant savings and improve outcomes. A new approach could also provide an opportunity to create jobs, for example, through improving the sustainability and energy efficiency of the estate, and to lever in other growth and inclusion opportunities. Total Place Pilots and HCA case studies have highlighted initial ideas and identified that further work is needed to develop effective local models for aligning capital and managing assets and to consider the scalability of these approaches.

- Government will run at least one **Total Capital and Asset Pathfinder** in each region, with interim findings feeding into the next spending review. The Pathfinders will be a central-local coalition and will aim to develop specific models to improve outcomes from capital investment and existing public sector assets. The 11 Pathfinders are: Cambridgeshire, Durham, Hackney, Hampshire, Hull, Leicester/Leicestershire, Leeds City Region, Solihull, Swindon, Wigan and Worcestershire. We will work with these named areas to provide a focus for the work but are also keen to involve other places that want to develop similar approaches in tandem. Government will work with the Pathfinders to ensure that job opportunities created from this investment are available to those furthest from the labour market.

7.40 **Innovative procurement** can be an important tool to leverage wider economic growth and inclusion objectives. Government has set out actions to adapt procurement policy to support growth in *Thinking Business in Policy[2]*. Regional Improvement and Efficiency Partnerships and other sector improvement bodies will support local authorities and their partners to deliver step changes in efficiency and service delivery, including through procurement, such as the targeted use of section 106 (of the Town and Country Planning Act 1990) where appropriate, to secure new skills, training and apprenticeships, and ways to improve engagement with the third sector. Delivering policy through procurement was also a key challenge in the *Putting the Frontline First: Meeting the Local Government Challenge* report for local government.

7.41 Government will support places' to deliver economic growth and help tackle worklessness through:

- unlocking places' growth potential through Government's strategic investment in infrastructure as outlined in the *Strategy for National Infrastructure[3]*, published alongside Budget 2010. Government also continues to support the local transport needed to maintain growth, improve access to jobs and to help regenerate our cities and regions. This includes recent funding commitments to support projects

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[2] *Thinking Business in Policy*, HM Government, March 2010.

[3] *Strategy for National Infrastructure,* HM Treasury, March 2010.

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worth over £900 million, and the Government has given initial approval for further schemes worth over £550 million;

- running five Invest to Save pathfinders, in which DWP will contract with local providers to increase the numbers of long-term incapacity benefits claimants finding work, paying providers on the basis of reduced spending on benefits. Government will ensure that local authorities will be actively involved. Budget 2010 announced that investment in the Young Person's Guarantee of a job, training, or work experience, underpinned by the Future Jobs Fund, will be extended into 2011-12;

- supporting local authorities in formulating their local transport plans to identify and spread best practice to overcome barriers for getting people back to work. Specifically, focusing on the most effective local transport solutions to extend labour market opportunities to areas of high worklessness; and

- ensure that planning supports and promotes economic growth and inclusion by coordinating infrastructure investment, giving certainty to investors through local plans, and by supporting local authorities to take a proactive approach to Development Management.

7.42 Total Place has identified complexity in the arrangements for supporting improvement and efficiency, with multiple funding streams, tools and institutions. In directing resources towards improvement priorities in the future, Government will make sure that support available to places, to deliver better public services at less cost, is effective and easy to access. Government will lead a **cross-sector review of the improvement-support landscape** to ensure that the key capacities and capabilities identified by pilots are supported through an improved, integrated, support offer, aiming to reduce costs by 30 per cent by 2011-12, and reporting by PBR 2010.

7.43 Government will take further steps to **reduce the burdens of data and reporting** requirements from central government to the frontline, and **tackle barriers to data sharing** between organisations. We will:

- set up and mandate the use of single gateways for new data requests to each frontline public service sector. Government will develop proposals by summer 2010;

- set out key information to support the frontline to understand and answer data requests in the form of a Code of Practice – this will be published on data.gov.uk by December 2010;

- ensure all frontline staff are able to feedback their queries, suggestions or complaints about data requests by requiring Departments to review their internal feedback mechanisms by summer 2010;

- consider the impact of new policies that generate data requests by modifying the Impact Assessment guidance, on 1 April 2010, to require departments to assess frontline data burdens; and

- reviewing legislative and non-legislative solutions to sharing personal data - producing an initial report by December 2010 - building on our *Smarter Government* commitments to establish common protocols and review the legal framework.

7.44 Through these initiatives we will continue to define new relationships between Government and places and will ensure key enablers are in place to support local authorities and their partners to reshape funding and services to meet the real needs of their places.

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Opportunities and challenges for all places

7.45 This chapter sets out the Government's response on how the centre will shift to facilitate delivery of the Total Place approach across the country to deliver better outcomes for citizens, reduce waste and duplication. This will be through a range of key freedoms:

- freedoms from central performance and financial control: making systemic changes to the central performance and funding frameworks as well as providing significant further freedoms for places in return for *Offers* delivering further improvements to outcomes and savings;

- freedoms and incentives for local collaboration: ensuring the alignment of objectives and priorities for all partners through area-based assessments and new powers for local authorities and enablers to help partners develop new funding models;

- freedoms to invest in prevention: to enable partners to develop new, long-term and cross-cutting, services which have the potential to deliver significant reductions in future costs to society by identifying and tackling issues early; and

- freedoms to drive growth: greater devolution to sub-regions to drive economic growth and inclusion.

7.46 The reforms announced in this document present huge opportunities for central government and local partners to deliver true transformation in all areas of the country. Delivery of all these improvements locally will also require government agencies at all levels, including at the regional level, to work together to get the most out of Total Place.

7.47 The *Putting the Frontline First: Meeting the Local Government Challenge* report poses key challenges to local authorities in their leadership role and to their partners. The challenges recommended by the local government led taskforce include creating customer-focused 'Total Place' councils, sharing back office roles like HR and IT, reducing the number of municipal buildings and having a chief executive that manages more than one public body. The Task Force's report includes practical advice for councils on how to go about the process, where to find help and examples of savings that can be achieved by making changes. The public will be rightly intolerant of any council that has not completed this checklist of challenges before deciding to cut back key services.

7.48 The initiatives outlined above will provide freedoms **now,** which we are looking to local authorities and their local and regional partners to embrace to deliver the best possible outcomes for their citizens. They will also enable us to co-design with places key elements of the new relationship between Government and places, which will enable us to build on, and expand, these freedoms going forward.

7.49 The pilots' reports, alongside forthcoming papers on lessons learned, the counting methodology and customer insight each provide invaluable insights for all authorities on how to apply the Total Place approach. There is significant support available to partners from improvement bodies across the local government, health, education, and police sectors, providing case studies, guidance and access to best practice leaders on a range of relevant capabilities and solutions such as shared services and collaborative working.

7.50 Now the key challenge to all local partners is to rise to the opportunities identified by Total Place. The pilots have made clear that there is much that areas can – and must – do locally, if they are to engage citizens to understand the real issues in their areas, and if they are to tackle the cultural and organisational barriers to integrated, multi-disciplinary and multi-agency solutions.

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A List of abbreviations

ABG	Area based grant
ADZ	Accelerated Development Zone
ASB	Anti social behaviour
CAA	Comprehensive Area Assessment
CBA	cost-benefit analysis
CPA	Comprehensive Performance Assessment
CSP	Crime Safety Partnerships
DCLG	Department for Communities and Local Government
DCSF	Department for Children, Schools and Families
DfT	Department for Transport
DWP	Department for Work and Pensions
ESD	Electronic service delivery (toolkit)
GDP	Gross domestic product
GO	Government Office
HCA	Homes and Communities Agency
HMG	Her Majesty's Government
HMRC	Her Majesty's Revenue and Customs
ICT	Information and communication technology
IT	Information technology
JCP	Jobcentre Plus
LA	Local authority
LAA	Local area agreement
LGPIH Act	Local Government and Public Involvement in Health Act
LPSAs	Local Public Service Agreements
LSP	Local strategic partnership
MAA	Multi area agreement
MoJ	Ministry of Justice
NAO	National Audit Office
NEET	Young people not in education, employment, or training

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NICE	National Institute of Clinical Expertise
NIS	National Indicator Set
NOMS	National Offender Management Service
NPV	Net present value
NTA	National Treatment Agency
OEP	Operational Efficiency Programme
OFSTED	Office for Standards in Education, Children's Services and Skills
OGC	Office of Government Commerce
OGD	Other government departments
PBR	Pre-Budget Report
PCT	Primary Care Trust
PFI	Private Finance Initiative
RDA	Regional Development Agency
RIEPs	Regional Improvement and Efficiency Partnerships
RSG	Revenue support grant
SME	Small and medium-sized enterprise
SROI	Social return on investment

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B For further information

1. Birmingham
http://www.bebirmingham.org.uk/documents/TP_Birmingham_Final_Report_version_2.pdf

2. Lewisham
 www.lewishamstrategicpartnership.org.uk

3. Bradford
http://www.bradford.gov.uk/bmdc/BDP/Total+Place

4. Bournemouth, Dorset and Poole
www.dorsetforyou.com

5. Manchester City Region and Warrington
www.agma.gov.uk/mcr_total_place/index.html

6. Kent
www.kent.gov.uk/your_council/priorities,_policies_and_plans/priorities_and_plans/total_place.aspx

7. Coventry, Solihull and Warwickshire
www.localleadership.gov.uk/totalplace/totalplaces/pilot/coventry-solihull-and-warwickshire/

8. Worcestershire
www.localleadership.gov.uk/totalplace/totalplaces/pilot/worcestershire/

9. Luton and Central Bedfordshire
www.luton.gov.uk/totalplace; www.centralbedfordshire.gov.uk/council-and-democracy/news/total-place/default.aspx

10. Leicester City and Leicestershire
www.leicestershiretogether.org

11. Durham
www.durham.gov.uk/Pages/Service.aspx?ServiceId=7453

12. Gateshead, Sunderland and South Tyneside
www.localleadership.gov.uk/totalplace/totalplaces/pilot/south-tyneside-gateshead-and-sunderland/

13. Croydon
www.croydon.gov.uk/democracy/dande/policies/cypl/totalplace/

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Gateshead, Sunderland and South Tyneside
Drug and alcohol misuse
www.localleadership.gov.uk/totalplace/totalplaces/pilot/south-tyneside-gateshead-and-sunderland/

Durham
Housing and Regeneration
www.durham.gov.uk/Pages/Service.aspx?ServiceId=7453

Bradford
Young people leaving care, Offender management,
Older people with mental health problems leaving hospital
www.bradford.gov.uk/bmdc/BDP/Total+Place

Manchester city-region and Warrington
Better life outcomes for our young people (0-5 years)
www.agma.gov.uk/mcr_total_place/index.html

Leicester and Leicestershire
Drugs and alcohol, Access to services
www.leicestershiretogether.org

Birmingham
Early Intervention for Children, Drugs and Alcohol,
Mental Health, Learning Disability, Gangs, plus
Community demonstrator.
www.bebirmingham.org.uk/documents/TP_Birmingham_Final_Report_version_2.pdf

Central Bedfordshire and Luton
Access to Benefits,
Offender management
www.centralbedfordshire.gov.uk/council-and-democracy/news/total-place/default.aspx

Worcestershire
The public estate (assets), NEETs,
Areas of highest need
www.localleadership.gov.uk/totalplace/totalplaces/pilot/worcestershire/

Coventry, Solihull and Warwickshire
Child health 0 - 5 years, Bullying, NEETs
www.localleadership.gov.uk/totalplace/totalplaces/pilot/coventry-solihull-and-warwickshire/

Kent
Gateway, Margate and Cliftonville West,
Asset management
www.kent.gov.uk/your_council/priorities,_policies_and_plans/priorities_and_plans/total_place.aspx

Bourenmouth, Dorset and Poole
Improved Outcomes for Older People
www.dorsetforyou.com

Lewisham
Offender management, Worklessness,
Health and social care, Assets and energy
www.lewishamstrategicpartnership.org.uk

Croydon
Improving outcomes for young children
www.croydon.gov.uk/democracy/dande/policies/cypl/totalplace/

⊖ Hackney

Governance and Resources Scrutiny Commission	Item No
8th September 2014	**7**
Welfare Reform Update - 3 years on	

Outline

The programme of welfare reform started in 2011 continues to transform the provision of financial support within Hackney. The attached report provides a further update of the changes to date and the impact upon the community.

Action

The Commission is asked to consider and note the report as part of its role in monitoring the impact of welfare reform and recommending any alternative of additional approaches.

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Finance & Resources – Briefing Paper	
Title of Report	Welfare Reform Update – 3 years on
Author	Kay Brown – Assistant Director, Revenues and Benefits
Date	28 August 2014
Purpose of the Report	

The programme of welfare reform started in 2011 continues to transform the provision of financial support within Hackney. This report provides a further update of the changes to date and the impact upon the community.			
Contact for further information	Kay Brown	**Ext:**	6763

Introduction

The programme of welfare reform started in 2011 continues to transform the provision of financial support within Hackney to some of our most vulnerable residents whilst contributing towards the need to reduce the national budget deficit. This report is intended to take stock of the changes to date and the impacts they have had on the community.

Local Housing Allowance (LHA) restriction and the disaggregation with market rents

The reform programme began with changes to the LHA calculation. The LHA figure determines the maximum amount of rent that can be used in a Housing Benefit claim, and was based on local rental costs area and the number of bedrooms a household required. From April 2011:

- Households were restricted to the LHA rate for maximum of 4 bedrooms regardless of household size.

- The LHA rate calculation was changed so that it no longer reflected the mid point of local rent levels, but the 30th percentile. This means only the cheapest 30 out of 100 rental properties in an area would be affordable for individuals on Housing Benefit.

- National Caps were introduced on the maximum Local Housing Allowance rate regardless of rent levels in the locality.

Additionally, In April 2013 the link between LHA rates and local rent charges was broken; instead the LHA rates were uprated by a fixed percentage, initially in line with inflation (CPI), and then fixed at 1% in April 2014. Consequently LHA rates have become disaggregated completely from the rental market.

Hackney has become increasingly attractive to young professionals as the local artisan, fashion and IT industries expand. This has had a significant impact on the rental market in the borough; figures from the Move with Us Rental Index in June 2014 reveal the average advertised rent in Hackney is now £2,125 per month, an increase of 9.15% from the same time last year (the fifth highest increase in London, behind the City of London, Brent, Croydon and Westminster).

Consequently as rent levels in Hackney rise, the difference between rents charged and Housing Benefit paid grows:

Rent In Hackney (£s)	Room	One Bed	Two Bed	Three Bed	Four Bed
Average Monthly Rent April 2014	628	1281	1,589	2,051	2620
Average Monthly Rent April 2013	515	1,248	1601	1991	2534
Average Monthly Rent April 2012	504	1,233	1,473	1,848	2,401
Average Monthly Rent June 2011	483	1135	1417	1704	2255
LHA rates in Hackney (£s)	**Room**	**One Bed**	**Two Bed**	**Three Bed**	**Four Bed**

LHA Inner East - April 2014	425.36	1104.13	1297.14	1520.78	1789.19
LHA Inner East - April 2013	408.98	1061.66	1284.31	1505.75	1771.46
LHA Inner East - April 2012	400.18	1040	1256.66	1473.33	1733.33
LHA Inner East - June 2011	394.33	996.66	1213.33	1473.33	1733.33

Monthly Shortfall (£s)	Room	One Bed	Two Bed	Three Bed	Four Bed
April 2014	202.64	176.87	291.86	530.22	830.81
April 2013	106.02	186.34	316.69	485.25	762.54
April 2012	103.82	193.00	216.34	374.67	667.67
June 2011	88.67	138.34	203.67	230.67	521.67

Tables constructed using valuation office rental data, and compared to the largest and cheapest broad market rental area in Hackney

Since April 2013, over 60% of all new Housing Benefit application processed under LHA rules have some level of shortfall, This currently remains constant, the latest data shows that 60.08% of new LHA claims processed in July 2014 had shortfalls between Benefit levels and rental liability.

Further changes to LHA for single individuals under 35

In January 2012 the LHA rate for single people under 35 was restricted to the rate for a room, and not the rate for a self contained flat. The change has significantly impacted demand levels for shared accommodation in the borough, as individuals have been forced to downsize from a one bed flat to a room.

The situation has been made worse due to increasing competition from young professionals who see Hackney as a desirable place to live. The size of shortfalls on shared accommodation of £202.00 per month compared to average markets rents are unaffordable, for single people on JSA whose total income is £314 a month (£72.40 a week).

Using real claim data, as of July 2014, 87.61% of claims from individuals requiring shared accommodation had a shortfall between the LHA and the rent charged. The average shortfall was £39.00 a week (£171 per month). This means even the cheapest accommodation available in the borough is unaffordable for single individuals under 35 on benefits.

Removal of the Spare Room Subsidy (Under Occupancy)

The new size criteria rules for working age claimants in the social rented sector were introduced in April 2013. Social Sector tenants with one spare bedroom had the eligible rent used in Housing Benefit calculations restricted by 14%. Social sector tenants with two or more spare bedrooms had their eligible rent restricted by 25%

The number of Hackney residents affected is as follows:

Restriction	Hackney Homes			Restriction	Registered Providers	
	Apr 2013	July 2014			Apr 2013	July 2014
14%	1417	1228		14%	1508	1392
25%	539	353		25%	791	371
Total	1956	1581		Total	2299	1763

The number of affected households fell by 21% between April 2013 and February 2014, as individuals were supported to resolve their situation. By the end of July, the Council had directly helped 181 underoccupied families to downsize. Of these 122 were affected by the "removal of the spare room subsidy". There are currently 253 households on the waiting list for assistance with downsizing.

However since February the rate of decline has plateaued and the number of impacted households has levelled off.

In 2013/14, the Council spent £605,900 on Discretionary Housing Payments to households impacted by the removal of the spare room subsidy. From April 2014 to date, awards of DHP totalling almost £192,000 have been made to 432 households.

Council Tax Reduction Scheme (CTRS)

The local scheme replaced Council Tax Benefit (CTB) on 1 April 2013, and requires all those of working age to pay at least 15% of their Council Tax liability. This was necessary to fill the gap caused by the cut in Government funding of circa £4m. There are 34,010 working age recipients of some level of CTRS award.

As Council Tax Reduction is awarded at point of claim until the end of the financial year, it appears there has been a slight reduction in the amount of Council Tax Reduction awarded for 2014/15. This is primarily due to a slight decrease in the Council Tax caseload. However the applicable amount being frozen for a second year has also reduced entitlement. The amount of support paid will change during the year, as some household's cease their claim prior to March 2015, and others make new applications.

Replacing the Social Fund – Local Welfare Provision

In April 2013 the Council run Hackney Discretionary Crisis Support Scheme (HDCSS) replaced elements of the Social Fund. Funding for the localised scheme from Central Government ceases as of 31 March 2015.

The local scheme in Hackney works in direct partnership with the third sector with a view to ensuring a holistic solution to a crisis. At a review event the HDCSS was applauded for the level of engagement with the advice agencies and its effectiveness in responding to need, particularly around resettlement.

When the HDCSS scheme was introduced demand was initially below expectation (based on analysis of the Social Fund). We identified a number of reasons for this: a lack of awareness of the new scheme, a reluctance to accept goods as opposed to cash awards, and some difficulties with access. It is also clear that the DWP poorly managed the Social Fund with a significant amount paid out to bolster benefit income and used as a cheap source of credit to cover. We are seeing an increase in demand as the increasing pressure caused by DWP sanctions, and ongoing impact of welfare reform place more households into crisis. The Mayor as Chair of London Councils recently produced the following press release **"The government's decision to withdraw funding for local welfare provision will result in a loss of £27 million for London.**

"Considering that boroughs have seen a 35 per cent cut in their funding since 2010, the government's suggestion that they plug the gap is unrealistic.

"Local welfare provision is a vital form of emergency support for London's most needy, and we would urge the government to think again about this cut."

 As part of the development of the 2015/16 budget Hackney is developing options for a local scheme should funding not be made by Central Government.

Benefit Cap

The Benefit Cap restricted the total amount of state benefits including Housing Benefits which a household can receive. This was set at £500 per week for couples and lone parents, and £350 for single adults. These changes were introduced in Hackney from August 2013. Where individuals are above the threshold the Housing Benefit is reduced by the difference.

Individuals can become exempt from the Cap through finding work of enough hours to qualify for Working Tax Credit, or through entitlement to a disability benefit (DLA, PIP, or ESA (support component).

Since implementation in August 2013, the Council has been instructed to restrict the Housing Benefit awards of 871 residents. The Service has worked intensively with those affected to provide employment, housing and money advice, and has supported those affected to resolve their situation.

As of 4th August 2014, there are 425 households currently still capped. However, it should be noted that this is not a linear progression; some households have been capped subsequent to the initial implementation, and others have moved on and off the cap as a consequence of short term/seasonal employment.

There has recently been a small increase in the numbers affected due to annual rent increases, up-rating of DWP benefits, and the ceasing of some disability benefits. However the long term trend is downwards.

As per the table below the majority of cases capped in borough now have a shortfall of less than £50.00 a week, however 2 cases affected by the Cap are losing over £400.00 in benefit a week.

Number of cases still capped	425
Weekly loss £0.00-£49.99	236
Weekly loss £50.00-£99.99	106
Weekly loss £100-£149.99	55
Weekly loss £150-£199.99	16
Weekly loss £200.00-£249.99	4
Weekly loss £250.00-£299.99	4
Weekly loss £300.00-£349.99	1
Weekly loss £350.00-£400.00	1
Weekly loss over £400.00	2

Since implementation, 434 households have had the cap removed:

- 160 capped cases moved into work
- 43 have become entitled to an exempting disability benefit
- 44 have moved out of Hackney,
- 69 cases have moved to cheaper accommodation in borough and are below the cap
- 109 cases have had a change in income/status which means they are no longer capped.
- 7 have been identified as being in supported exempt accommodation.
- 2 have had their rent reduced

Another 12 are no longer entitled to Housing Benefit, as they have failed to respond to an information request. We are currently supporting 185 households with a Discretionary Housing Payment.

Changes to benefits for EEA Migrants

In January 2014, the Government introduced new measures to restrict access to social security benefits, including Housing Benefit by European migrants who are not working.

Under the new rules, EEA migrants who have never worked in the UK cannot claim income-based Jobseeker's Allowance until they have been in the UK for 3 months, at which point they become entited to Job Seeker's Allowance for a maximum of 6 months.

This change also affects EEA nationals who have been working in the UK but whose employment stops and they have not retained their "EEA Workers" status. Workers status is normally not retained where they have worked less than a year, or voluntarily left their employment.

From April 2014, new EEA migrants are not able to apply for Housing Benefit while they are in receipt of income related Jobseeker's Allowance.

Job seeking EEA migrants staying in Hackney do not have the right to an allocation of housing from the Council or to get homelessness assistance, consequently there is a potential for some migrants to end up becoming street homeless.

The Benefits Service and JCP have conducted joint session with Hackney Council for Voluntary Services to ensure that third sector and community advisors are aware of these new rulings, and have briefed some European nationals at drop in sessions.

The change is starting to impact Social Services who owe a limited duty to EEA migrants with children, or deemed vulnerable, although this can be limited to help to return to their country of origin. The change is also starting to affect a small number of individuals placed in temporary accommodation, who have lost support with their rent.

Other operational impacts of welfare reforms

The members of the Welfare Reform Working group are all reporting an increase in street homelessness presenting to all areas of the LA.

There has been a noticeable increase in callers, both personal and telephone, from last year – personal callers up 10.5%, and telephone callers up 10.8%. In addition visits to the Housing Advice Team within the Benefits and Housing Needs Service are up by 30% since October 2013. We cannot attribute this increase entirely to impact of the reforms, although the HB caseload has remained relatively constant through this period; implying that the additional contact is related to other welfare factors.

Update on Future Changes

Personal Independence Payment (PIP)/Disability Living Allowance (DLA)

Introduction of PIP was delayed until June 2013. Existing DLA claimants began being moved to PIP from October 2013, with a target completion date for all DLA recipients aged 16 to 64 of October 2017. However, this process is currently suspended due to concerns over backlogs of new PIP applications and ATOS/Capita resources are redirected to address this.

Claimants currently on DLA that are not awarded PIP will lose a number of additional benefits:

- The additional disability components included within the assessment of Housing Benefit, Council Tax Reduction and other income related benefits.

- Their exemption from the benefits cap

- Entitlement to Carer's Allowance

- Concessionary travel pass

- The disability element of Working Tax Credit/disabled child element of Working Tax Credit

- Their Blue Badge if entitlement was dependent on their award of the mobility component of DLA will lose their entitlement to this

Universal Credit

Universal Credit combines 6 existing benefits including Housing Benefit into one combined payment to cover both living and housing costs. It will be administed by the DWP, and will be paid to the applicant direct, on a monthly basis in arrears. Universal Credit (UC) is being slowly rolled out across the UK.

It was initially rolled out at four Jobcentres between April 2013 and October 2013, with another six jobcentres having gone live between October 2013 and March 2014, including Hammersmith in London.

From June 2014 Universal Credit has been gradually rolled out to cover the whole of the North West of England, and currently 38 Job Centres are taking Universal Credit claims.

Up until recently Universal Credit sites have only taken claims from single claimants with no children, housing costs and therefore, volumes of live claims are very low. However from 30th of June 2014, Hammersmith, Bath, Rugby, Harrogate and Inverness are now taking claims for

Universal Credit from couples, with housing costs, as well as those from single people, and further expansion is intended through out the year.

Separately, an online digital service is being designed and tested on a small scale (100 live claims) to support national rollout of UC and a Hackney officer is currently seconded to this team as an LA Subject Matter Expert.

Universal Credit is unlikely to roll out for **new** claims in Hackney prior to January 2016, at the earliest. However once an individual claims Universal Credit they remain on Universal Credit.

This means if someone already claiming Universal Credit moved to Hackney, they will remain on Universal Credit. Equally if someone on Universal Credit moved in with a Housing Benefit claimant in Hackney, they would both move onto a joint Universal Credit claim. This means there is potential for small number of Universal Credit claims in borough prior to 2016.

There are currently no plans to transfer Pensioners on to Universal Credit. This will not be reviewed prior to at least 2018.

Intensive work is underway with LA Associations around transition and migration of existing Housing Benefit and Tax Credit claims. A schedule for transition is due to be released in the autumn. It is unlikely that current Hackney claims will be migrated prior to April 2016. DWP anticipate that the bulk of migration will be complete prior to the end of 2017.

The DWP and LAs have been working together on the development of the Local Support Services Framework, the provision of assistance to those households that need extra support to access Universal Credit. This framework will facilitate the establishing of local partnerships that include social landlords, voluntary agencies and other local advice providers that will help identify those in need of help and provide locally based assistance. A trialling and testing plan was released in December 2013. LSSF pilots start operating September 2014 for a period of 12 months, with an initial report after 6 months and then final report (with funding agreed by treasury) to be delivered for October 2015. This is to allow LA's to put in place local frameworks on a voluntary basis from Jan-April 2016.

The overall Benefit Spending Cap

The Government has introduced an overall cap on spending on welfare benefits (excluding pensions and non-income related unemployment benefits from 2015/16. The £119.5bn cap is forecast to rise in line with inflation to £126.7bn in 2018-19.

Potentially, any unforeseen demand in welfare support that forces spending above this limit will either require a report to be made to Parliament or will be financed either by savings in other parts of the benefits budget or by top slicing of benefit rates. The July budget report and presentation to Governance and Resources Scrutiny Commission provides more detail on the macro economic position.

Other possible reforms currently under consideration by the Government

Removal of Housing Benefit entitlement for under-25s – speculation remains that serious consideration is being given to removing entitlement to Housing Benefit for people under 25 (with some exceptions, i.e. disabled persons, care leavers etc.). However, projected savings are minimal.

Reduction in the Benefit Cap threshold – It is understood that consideration is also being given to reducing the overall benefit cap threshold for working age households from £500 per week to £350 per week to couples with a potential pro-rata decrease for single people. This is likely to be outside of London.

Mitigation of the impact of welfare reforms - Discretionary Housing Payments

Hackney's share of the national DHP grant was 2013/14 is just over £2.3 million, and is being used of offset some of the impact of welfare reform. DHP spend for 2013/14 is as follows:

DHP Spend 2013-2014	
Benefit Cap	£667,160
Spare Room Subsidy	£605,890
LHA reforms	£373,450
Combination of Reforms	£55,470
Other i.e. medical or financial distress	£619,790
Total	£2,321,760

The Council has been allocated a DHP budget of £2.1m for 2014/15. So far the spending has been as follows:

DHP spend April to July 2014	
Benefit cap	£417,650
Spare room subsidy	£191,950
LHA reforms	£75,200
Combination of reforms	£130
Other i.e. medical or financial distress	£121,950
Total	£806,880

At the current rate of DHP spend, it is anticipated that the Service will spent the budget before the end of the financial year. Steps are being taken to reduce the spend going forward to ensure that monies are available throughout the year.

The Service are starting to wean individuals off DHP payments, where they are affected by long term welfare reform and have not taken adequate actions to change or resolve their situation.

It is anticipated that the national DHP grant will reduce going forward, possibly significantly.

Other mitigation

The Service has:

- Updated information and fact sheets on the Benefit Cap and under occupancy on the Hackney website

- Run welfare advisor forums for third sector agencies, including 3 events jointly held with HCVS

- Held regular liaison meetings with Registered Providers

- Regular email updates on welfare reform to landlords and advice agencies

- Fed into submissions and consultations on welfare reform to ensure the Hackney perspective is highlighted

- Membership on DWP working groups, which allows the Council to influence the national agenda, including commenting on draft circulars

- a monthly Welfare Reform impact dashboard which is produced to monitor the impacts of the various reforms, this feeds into the working group and action plan

- Worked with individuals (some intensively) to support them into work, or to help them move to more affordable accommodation.

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Hackney

Governance and Resources Scrutiny Commission	Item No
8th September 2014 **Governance and Resources Scrutiny Commission Work Programme 2014/15**	**8**

Outline

Attached is the work programme for the Governance and Resources Scrutiny Commission for 2014/15. Please note this is a working document and is regularly revised and updated.

Action

The Commission is asked to consider and note the report and suggest any amendments to its work programme.

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Overview & Scrutiny

Governance and Resources Scrutiny Commission (as at 25 July 2014)

Rolling Work Programme July 2014 – March 2015[1]

All meetings take pace at 7.00 pm in Hackney Town Hall unless stated otherwise on the agenda. This rolling work programme report is updated and published on the agenda for each meeting of the Commission.

Dates	Proposed Item	Directorate and officer contact	Comment and Action
Mon 14 July 2014 Papers deadline: Thu 3 July	Election of Chair and Vice Chair	Chief Executive's	First meeting of newly elected Commission.
	Introduction to G&R	O&S Officer	To note.
	ICT Review	Finance and Resources (Christine Peacock)	To agree final report. Changes requested at April meeting.
	London Living Wage investigation	Chief Executive's	To note Commission's letter to Cabinet Member for Finance on outcome of this investigation
	Finance update	Finance and Resources (Ian Williams)	Briefing on the budget scrutiny process and update on General Fund savings 2011/12-2013/14.
	Work Programme Discussion		To agree a review topic and topics for one-off items for the year.

[1] Please note there will be no Commission meetings in April 2015 because of the General Election purdah period.

Dates	Proposed Item	Directorate and officer contact	Comment and Action
Mon 8 Sept 2014 Papers deadline: Thu 28 August	'Public Spend' review – expert briefing	OPM - Sue Goss and Independent Consultant - John Atkinson	Briefing on 'Total Place' to begin scoping of review on 'Public Spend'
	'Public Spend' review – Methodology of Approach to Mapping Total Spend	O&S Team (Tracey Anderson)	Information on the methods of approach used to map total spend
	Impact of welfare reforms on local residents	Finance & Resources (Kay Brown and Jennifer Wynter)	Continuing regular updates on how the Council is responding to local impact of welfare reforms. Joint with CSSI members following up on their own review.[2] Both Commissions collaborating.
Mon 13 Oct 2014 Papers deadline: Thu 2 Oct	'Public Spend' review – Terms of Reference '	O&S Team (Tracey Anderson	To agree terms of reference
	Public Spend' review – evidence gathering session 2	tbc	Evidence gathering session 2
	Complaints Service – annual report	Chief Execs Office (Bruce Devile)	Annual report of the Council's complaints service
	Council Governance – scrutiny inquiry	Chief Execs Office (Stephen Haynes)	Response to additional recommendation from April (proposal for an annual Full Council work programme planning meeting)

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[2] G&R received update in Dec 2013. CSSI received update April 2014 and is due to receive another in March 2015.

Dates	Proposed Item	Directorate and officer contact	Comment and Action
Mon 10 Nov 2014 Papers deadline: Thu 30 Oct	'Public spend' review – evidence gathering session 3	tbc	Evidence gathering session 3
Mon 8 Dec 2014 Papers deadline: Thu 27 Nov	'Public spend' review – evidence gathering session 4		Evidence gathering session 4
	Cabinet Question Time with Cllr Taylor (Cabinet Member for Finance) TBC	Cllr Taylor and Ian Williams	Cabinet Question Time is now carried out by individual Commissions. Cllr Taylor has lead responsibility for revenues and benefits, audit, procurement, pensions, and customer services.
Mon 19 Jan 2015 Papers deadline: Thu 8 Jan	Finance update	Finance & Resources (Ian Williams)	Budget and Finance update
	'Public spend' review – recommendations discussion	O&S Team (Tracey Anderson)	Recommendations discussion
Mon 9 Feb 2015 Papers deadline: Thu 29 Jan	Finance update	Finance & Resources (Ian Williams)	Budget and Finance update
	'Public spend' review – agree report	O&S Team (Tracey Anderson)	To agree report

Dates	Proposed Item	Directorate and officer contact	Comment and Action
	'Whole person services' review	O&S Team (Tracey Anderson)	Draft Terms of Reference.
Mon 16 Mar 2015 Papers deadline: Thu 5 March No mtg in April due to general election purdah	'Whole person services' review – evidence gathering session 1	tbc	Evidence gathering session 1
	Work programme for 2015/16 discussion		Discussion on topics for work programme for 2015/16.

The following are also to be scheduled:

Public Participation – full review to commence June 2015
The Future Public Servant – full review to commence Jan 2016
Technology and Innovation – full review of Task & Finish
Capital Strategy – full review
Fees and Charges – revisit implementation of recs of previous review
Council Tax Reduction Scheme – one off item
Big Data – major review
Full Council – implementation of recs from previous review – one off