

# THE MJ TOTAL PLACE

February 2010



**What next for the pilots? • London's Total Place programme • Public property and efficiency**

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# The end of the beginning for the Total Place pilots

With the final reports from the 13 pilots now submitted to ministers John Atkinson looks ahead to the next stage

And so we've come to the end of the beginning: the thirteen Total Place pilots have submitted their final reports and parallel places have contributed their thoughts. All the reports are currently being collated and analysed by colleagues from the Local Government Association Group and Whitehall. Taken together, they will generate a 'total picture' of the work that has been undertaken throughout Total Place, detailing both proposals for change and the financial possibilities those ideas entail.

It would be a mistake to look only at pound signs when reading the reports, but at the same time, the current fiscal climate requires that proposed changes deliver financial savings. Total Place work across the country has taken place in the context of an impending funding shortfall and places have been mindful of the need to find better and more efficient solutions to local challenges.

I've already seen indications of the kind of savings that might be possible. Birmingham found that for every pound spent on drug treatment, they could save £9 in the criminal justice system. Bournemouth, Poole and Dorset believe they can save £12m by refocusing resources from acute care for older people to supporting them to live at home and thereby reducing hospital admissions by some 15 per cent. And those are just preliminary suggestions from two pilots – nationally we've got the potential for meaningful change on a large scale.

However, as the people and organisations involved in Total Place start to move from investigation to imple-



## Pilots update

mentation there are tensions that will inevitably arise. At the centre, there will be friction between those who in the face of a spending 'crisis' will want to take on more control and devote more resources to a centralised 'solution' and those who will look at the processes and cultures that got us here and see devolving power outwards as the only sensible measure.

At the same time within local government, there are those who view Total Place as councils 'making a noose for their own necks'. This will conflict with others who see the programme as a way to exert a measure of control over the upcoming savings drive and implement them in a way

that least impacts on citizens – and will help improve their lot.

As we look to the future, co-operation is key. Central government and Whitehall's attention will be on the general election: establishing priorities for a new government and how they might be implemented.

As this happens, places need to continue their delivery work on Total Place to ensure that together we can engage with Government to provide answers to their and our problems once the dust of the election settles.

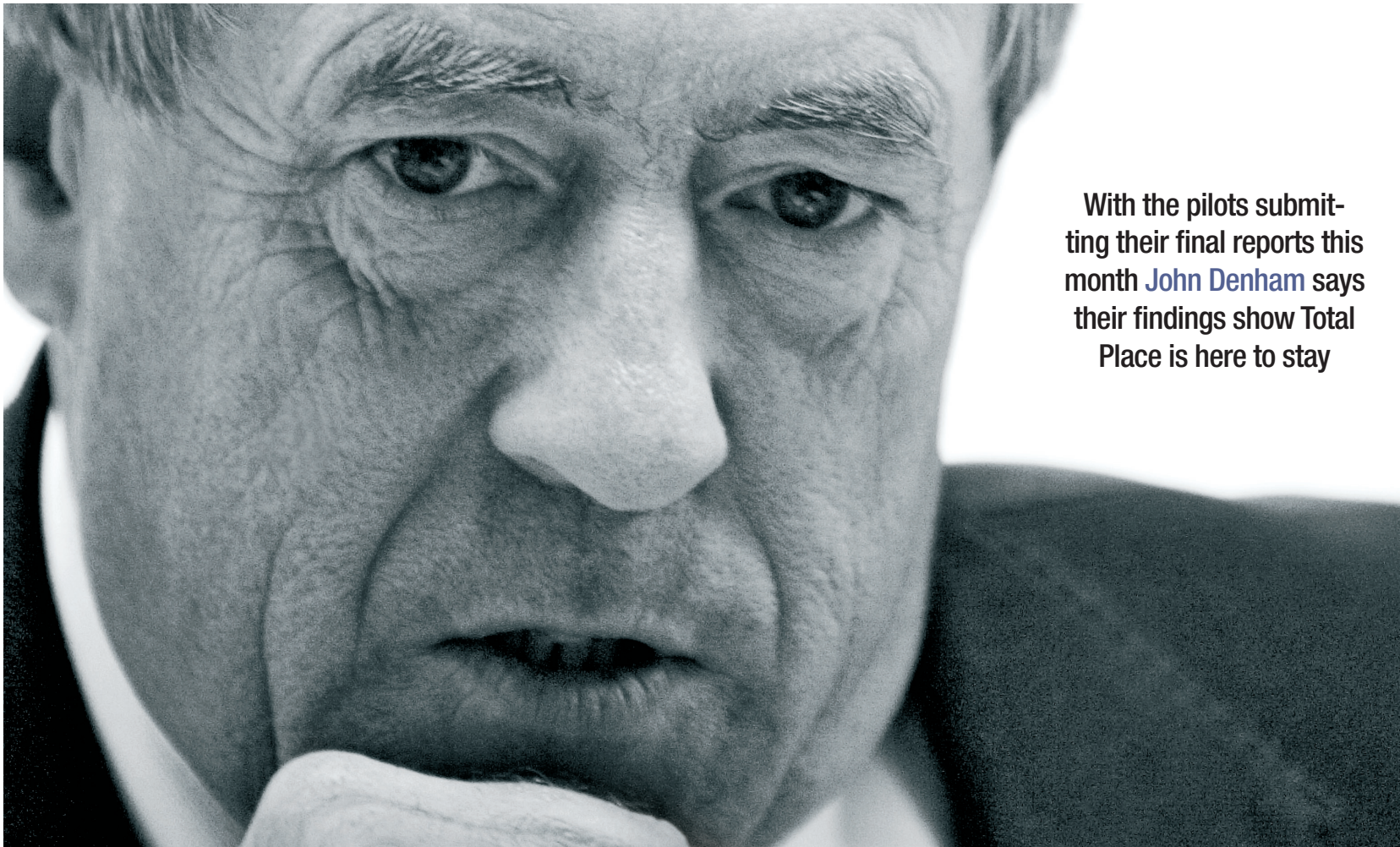
Both at the centre and in places, people are genuinely exploring how different funding streams might be bundled together; what this might imply for governance arrangements; and what sort of savings and changes in services they could create. It's unlikely

that change of this magnitude will come as a 'big bang'; instead, change will arrive at different times from different directions – like Willy Wonka's amazing elevator it can come 'sideways, and slantways, and longways, and backways, and squareways, and frontways, and any other ways that you can think of.'

The leaders at the forefront of this multidirectional change will be those places who have the political and organisational strength and vision to drive forward fundamental change and to do it sustainably. Now is the time, the place, and the opportunity to take charge and – why not? – change our world.

*John Atkinson is managing director of the Leadership Centre which has been leading the Total Place pilots programme on behalf of the LGA*





With the pilots submitting their final reports this month **John Denham** says their findings show Total Place is here to stay

## Why Total Place is the future for public service delivery across the sectors

One of the biggest questions facing us today is how we deliver high quality public services despite the tighter financial climate – not only protecting, but also improving local services. Strong, accountable, decisive local government is going to be crucial to delivering that.

To properly fulfil this role, councils must be fully equipped with the powers they need to act decisively and effectively on behalf of local residents: the powers to scrutinise, influence and shape other services.

This is a much stronger and more expansive role for local government than ever before: placing it firmly at the centre of decision making not just on their own services, but of all local public service spending. It means that local government will not just be overseeing their own services; but that councillors will be able to challenge how all local services are delivered, regardless of the provider.

That is exemplified in the Total Place approach, which cuts out duplication and waste; saving professionals' time

### Whitehall Update

and services' money as well as improving the experience for the service user. This is sparking a much more open debate about the best way to provide local services and about switching resources between different parts of the public sector to achieve better outcomes.

For our part, the Smarter Government White Paper sets out how we will free up councils and frontline services to determine what works best, with greater flexibility to innovate and collaborate.

That includes cutting the red tape burden on local government by reducing the number of revenue streams, ring-fencing, targets and inspections – all of which will save councils time and money; resulting in better services delivered more efficiently.

Because we have led and championed this very different approach; we are now seeing a major shift in the mood. Total Place is now clearly not just a direction of travel, but the future of local government and local public services.

Our political leadership and will to drive this change forward has been crucial: but so too has the willingness of local partners to fully engage; to think differently and to win colleagues over.

The pilot authorities have recently handed in the first drafts of their findings, and the ideas and implications are now being discussed across Whitehall.

Already, we are getting an idea of the sheer scale of both the spending and the possible savings. For example, Birmingham has found that for every pound spent on drug treatment, they could save £9 in the criminal justice system.

Meanwhile, Bournemouth, Poole and Dorset believe they can save £12m by refocusing resources from acute care for older people to supporting them to live at home and thereby reducing hospital admissions.

We are also seeing a much sharper focus on the needs of service users: with many pilots using customer insight techniques to overcome pre-conceptions and really focus on what people actually want and need. This

has meant taking a hard look at local practices and procedures. For example, Bradford has found that much of the assessment done of prisoners is for administrative purposes. In fact, only around half fulfils a statutory function or helps deliver a duty of care.

It is a comforting myth that all such inefficiencies are required by central Government.

In truth, many come from local failures to ensure that such bureaucracy is minimised. Other pilots are coming up with a variety of truly innovative proposals which fundamentally rethink how their local services are delivered.

The challenge will, of course, be for all councils to consider how these lessons can be used and applied more widely. There is real momentum to realise the potential inherent within Total Place and we will continue to drive forward the necessary changes, based on the hard evidence that the pilots are coming up with.

*John Denham is secretary of state for communities and local government*



# Why London is ideal for

An external report commissioned by London Councils, the local authority association covering the capital, identified huge savings if a proper Total Place approach was applied to the public sector, reports Dick Sorabji

London is ideally suited for the whole area approach of Total Place. The diversity of its people demands more effective tailoring of services to meet differing needs. The interdependence between different parts of London, whether in handling employment markets, or gangs, means that many solutions rely on better co-ordination across geographical boundaries.

That is why London Councils decided to apply the Total Place approach across the whole city to see whether public services could improve and become more cost effective. PwC were commissioned to map spending across London and consider the opportunities for better public service design in three critical areas.

The study complements other formal and informal pilots. PwC did not try to replicate the detail of single authority studies, but instead looked at the challenge on a broader scale; they used a telescope, not a microscope.

PwC looked in detail at £10.6bn of London public service spending. By drawing on their wider knowledge across Britain and globally they make broad proposals to improve these services delivering better results for Londoners that may generate savings up to 15%, or £1.6bn.

Total spending in London by all arms of the state was £73.6bn in 2008/09. Spending by national organisations, including pensions, made up 37% of the total. Quangos spent £5.6bn. Local spending was

## Parallel Places case study

56%; or £42.9bn. Diving deeper, London boroughs spent about one third of this sum; the NHS another third and the GLA family about a sixth.

From Whitehall's perspective it is work and health that are the big tickets in London with departmental spends of over £1bn for DWP and almost £9bn for the Department of Health. Mapping spend by quangos revealed the organisational crowding that Total Place predicts. Most extreme were the 60 organisations which Total Place methodology categorised as in the economic affairs sector.

All useful for policy wonks;

less useful for Londoners. PwC used their experience of best practise across Britain and globally to make inferences from these spending maps about how services could be better designed around individuals and so improve both service quality and value for money.

PwC looked at chronic care where £5bn is spent in London. 1.3 million Londoners are registered with at least one chronic care condition. It is a huge cost on hospitals accounting for 72% of 'bed days' and 65% of out patient cases.

Applying their global experience PwC suggest that different design of chronic care services can ensure that people stay healthier and that costs come down. This requires earlier interventions; more self-directed care and more

joint design of care; where professionals and patients develop the best package of care together. PwC concluded that improving care in this way may also reduce costs by 18%; potentially delivering £880m in savings across London.

PwC looked at the impact of anti social behaviour by young people. Here the state spends £650m in London. 16 different public service organisations are involved and this creates the problems of overlap and duplication that Total Place seeks to address. They describe a locally integrated approach that could deliver better results and suggests savings to public finances near 10%. More important are the wider benefits both helping young people create successful adult lives and reducing the impact on qual-



# Building an integratec

At the heart of the Durham Total Place pilot is an understanding that the greatest opportunities for improvements and efficiencies lie through adopting a 'whole systems' view that includes not just looking at what happens locally, but how national and regional approaches influence delivery.

Durham has a population of 504,000 – 20% of the North East regional total. Unlike most Counties, Durham has significant deprivation. Forty-four percent of local areas lie within the 25% most deprived in England.

In Durham we chose to focus our Total Place pilot on 'housing in relation to regeneration' because we see a high quality, improved hous-

## Pilots case study

ing offer as fundamental to our ambition to regenerate the county and thus narrow the productivity gap between the county, the region and the UK and improve quality of life for local people.

The legacy of the mining industry means that terraced properties dominate the housing stock.

A better balance of house types is required to reflect people's housing aspirations and needs and to support better economic outcomes.

We plan to move forward delivery of an improved housing offer and linked regen-

eration priorities more rapidly by adopting a stronger partnership approach to planning and development.

We need an integrated approach to investment that aligns or pools the complex web of housing and regeneration-related funding streams. The aim is to lever in private sector investment more effectively; recognising that public sector capital spend makes up just 8% of total housing investment.

Our proposals in this area include:

- improving funding arrangements in relation to energy efficiency and home adaptations;
- pooling complex funding arrangements at a regional level, specifically the 7 HCA funding streams;



# a Total Place approach



ity of life across the capital.

London spends £5bn on worklessness. PwC proposed centralised systems where less complex support was needed; local integration where multiple types of support were needed. Localisation permits joint design of support packages by the job seeker working with the case manager to tailor solutions meeting their individual needs. PwC concluded that this approach would help more people back into work and as a result might generate savings near £630m.

This research provides evidence to back the case that changing the way we co-ordinate public services can both improve quality and reduce costs. The Prime Minister endorsed its broad conclusions at the liaison committee in Parliament this month. While the potential for savings is important, it is the implications for a new approach to the design of public service in

**Total spending in London by all arms of the state was £73.6bn in 2008/09. Spending by national organisations, including pensions, made up 37% of the total. Quangos spent £5.6bn. Local spending was 56%; or £42.9bn. Diving deeper, London boroughs spent about one third of this sum; the NHS another third and the GLA family about a sixth.**

Britain that will go on generating benefits into the future.

Earlier interventions and a closer focus on individuals' differing needs are at the heart of the analysis. This in turn depends on integration at a local level.

That has important implications for the relationship between Whitehall and local government. It shows how our current silo system can too easily add costs and reduce the success of our public services.

These lessons provide

evidence that long held political aspirations for greater local accountability reinforce better management, better outcomes for people and better value for money.

London borough leaders are now taking the next step and offering a pathway to reform spelt out in the recently launched Manifesto for Londoners.

*Dick Sorabji is corporate director, policy & public affairs, London Councils*

## d approach to housing investment

**We have agreed a programme of further work to look at opportunities to improve customer services through rationalising the map of social housing provision in Durham**

● through to our ultimate ambition of an integrated sub-regional investment plan including housing, transport, education, health, skills tourism and economic development spending. To support this integrated

approach a new local partnership is proposed. Initially this partnership will focus on development of strategy and priorities, and a cultural shift towards greater collaborative working.

As it develops, the intention is for a second phase of work, in partnership with regional and national funders, to agree a strong governance and accountability framework which will support a delegated integrated investment plan, building on the single conversation with the HCA and the local investment plan emerging from this.

We are also working in partnership with CLG to develop an exemplar application of current planning legislation and guidance. We are stream-

**Durham CC's pilot study has concentrated on housing and regeneration in an area where the legacy of the mining industry means a predominance of old terraced properties says Jenny Haworth**

lining the Local Development Framework (LDF) preparation, implementing a new development management approach and reviewing usage of the infrastructure plan element of the LDF to better support integrated investment and place-based regeneration.

Our pilot identified a range of opportunities to deliver better services covering energy efficiency of homes, home adaptations, and jobs and employment. In all cases improvements depend not just on our local actions, which will on their own deliver positive change, but also in many

cases on central and regional government action to rationalise funding, performance and reporting regimes.

We have agreed a programme of further work to look at opportunities to improve customer services through rationalising the map of social housing provision in Durham – based on an overriding view that there are service improvement and efficiency opportunities, and beginning with a focus on local authority-owned stock.

Portfolio holders, Cllrs Neil Foster (regeneration) and Clive Robson (housing) are

quick to point out that the Durham pilot does not finish with submission of our final report to Government.

Cllr Foster says: 'In many ways this marks the start of the real work – Total Place delivery – with continuing close partnership working between central Government, regional and local partners to drive change and improvement. We've got so much to gain from this initial work.'

*Jenny Haworth is head of policy and performance and project manager for Total Place, Durham CC*



# A Total Place solution for public property



**R**ight across the UK there are public buildings each with a notice saying who that particular property belongs to.

In Worcestershire we have in excess of 1,300 valued at over £3bn and although we think we have a good track record of collaboration Total Place made us stop and ask the question – as all these properties are designed to serve the community why don't we treat them as a single resource so we can use and run them more efficiently and to better effect?

We already had some good experiences. In Bromsgrove we have a £67m regeneration programme including multi-agency public service buildings and improved infrastructure including a new railway station. In Worcester City we are building a new library and history centre which, for the first time in the UK incorporates a university and public library giving great economies as well as improving services.

Using Total Place to step up a gear our starting point was to map those 1,300 properties. We did this by bringing the key players together, including local government, local agencies and the whole civil estate through OGC, to build a GIS solution. The database contains key property data, though we have avoided the temptation to make it so comprehensive that it is difficult to maintain. But perhaps the most important piece of intelligence is a RAG indicator for each property.

This provides a headline for discussion about collaboration. Red indicates properties such as crematoria where this is unlikely, amber a possibility and green an opportunity.

To drive this forward we have drawn up a protocol which clarifies our joint vision.

The significance of this is that it gives an impetus to operational staff who are critical to success. They need explicit endorsement to work in novel and innovative ways.

The culmination of our vision is a single 'property trust' allowing efficient and effective management of all owned or leased property and facilitating the development of approaches such as a

## Pilots focus

single local capital pot which is currently being explored with Treasury.

We believe that in excess of £0.8bn of capital receipts could be achieved, although we are cautious as, market volatility, transitional costs and long lead times make such savings problematic.

Our work on changing working practices and establishing innovative and highly disciplined facilities management suggests that these areas offer more dependable and immediate efficiencies.

Illustrative of this was the replacement of under-desk waste bins with recycling centres saving £100,000 pa on the cleaning contract at one site.

Financial efficiencies are essential but we need to remember the other two parts of the triangle – service improvement and community benefit. We know that all three can be delivered such as in our hub in Evesham where citizens can see the police, county, districts, Job-centre Plus and a host of other organisations at a single location. We have to use property to provoke questions about service delivery.

Although we are pleased with progress so far there is still a lot to do. We have to maintain our momentum and keep all the partners, including central government, around the table, particularly when budget issues may lure them back into silos.

Perhaps the greatest challenges are around accountability, legal issues and funding regimes.

We know that we can deliver through local collaboration and decision making and we must continue to work with colleagues from Treasury and other Whitehall departments to ensure that there is strong and visible leadership and a will to remove technical and structural barriers. These are serious and complex issues and must be resolved if we are to achieve the full aspirations of Total Place.

*Roger Britton is Total Place programme manager at Worcestershire CC*

**With some 1,300 public buildings worth over £3bn Worcestershire CC decided there must be scope for a more efficient use of the assets says Roger Britton**





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Few in the local authority world can now be unaware of Total Place; the philosophy that aims at an integrated future in which councils and other public bodies combine money and manpower to produce the best outcomes for residents.

First, let me set out my own stall. I am a believer in Total Place. In the case of my own authority, it is surely common sense that the £1.7bn spent in Harrow every year by Government – both central and local – and other public bodies can be more intelligently directed by one overarching mind. But it is about more than money. We are in a unique ‘people’ business with the well being of residents sometimes literally in our hands. To cite just one example, there are obvious overlaps in the work that our adult care department performs with that of the borough’s major hospital. The chance to support vulnerable people more effectively is just one reason why I believe in Total Place.

In Harrow, we have spent the last six months advancing from early conversations with possible partners to an active courtship. That involves nuts-and-bolts conversations like – can we combine the back office staff of x department with yours? Can we share our legal teams? Do we all need these separate buildings?

There is a major problem, however, when you move from enthusing about Total Place to actually trying it out in practice.

It comes down to this. The Government, in its zeal to promote Total Place, appears to have overlooked that the key piece of legislation which governs who councils can do business with – the Local Authorities (Goods and Services) Act 1970 – is fundamentally flawed when it comes to defining what a public body is.

## Great idea but what about the small print?

Council chief executive **Michael Lockwood** is a signed-up enthusiast for Total Place but says ministers need to remove the legal obstacles to make it really fly

### Opinion

Instead of defining public bodies broadly as those whom common sense suggests fit the bill, it lists only those it considers come within the definition. Conspicuously missing from the Act’s definition of a public authority are organisations like Central Government, health trusts, and courts. Yet bizarrely, included in the definition, are the Norfolk Broads Authority and the Scilly Isles. So I could pitch my council into contra-deals with much loved holiday spots but I can’t provide services with my local NHS Trust on the grounds it is technically not a public authority. Before you inundate me with legalese emails, I know there is a technical work-around to this issue in the Act. Under clause five, a Government minister can make an order to designate a particular organisation as a public authority if he/she feels inclined.

So, all you need is a friendly minister, a statutory Parliamentary instrument and a 28 day waiting period

and you are in business. However, every council will have the wearying task of formally identifying useful organisations in its area as public authorities. Hardly a shining demonstration of lean Government.

The reality is that this 40-year-old piece of legislation needs updated. In Harrow, we are keen to go down the route of Total Place but have run into the legal buffers.

What we need is a clear and updated schedule of the kinds of organisations councils are likely to want to combine services with.

Is it uncharitable of me to wonder if the Government might not have scoured its own statute books for loopholes before endorsing Total Place?

There again, recent history suggests the Government’s capacity to hand out unctuous lectures to local authorities on ‘how to do more with less’ outpaces its ability to update its own laws.

Take the LAML case, in which Harrow LBC (and other local authorities) attempted to form a mutual insurance syndicate. This was successfully challenged by a private insurance company which argued that our mod-

est attempt to secure lower premiums for councils – and hence our residents – was outside the remit of what councils should be doing.

After Harrow appealed this decision, the Government amended the law to state that councils could, after all, form insurance syndicates. The point is the terrible paucity of vision here. Rather than admit that the LAML case pointed to the wholesale need to look again at the well-being powers of councils, the Government applied the smallest band-aid it could find to our injury.

Whoever wins this year’s general election will need to look at this legal restriction on Total Place.

Far from being an arcane dispute about sub-clauses in an Act, it is a serious drag on the direction that central Government tells us it wants councils to go in.

The standard of Total Place is flying high and we want to advance to beneath it. But until we can get an updated version of the 1970 Act, that advance is in danger of stalling.

*Michael Lockwood is chief executive of Harrow LBC*



# Sharing the lessons from the pilots

A series of seminars and workshops across Yorkshire and the Humber is spreading the lessons from the Bradford Total Place pilot to public sector managers. Adam Fineberg, who is leading the workshops as a local improvement adviser, reports

YoHr space, the Regional Efficiency and Improvement Partnership (RIEP) for Yorkshire and The Humber, (working with the Government Office for Yorkshire and The Humber) have commissioned a regional dissemination programme to share the learning from Bradford's Total Place work, other pilot projects and similar projects nationally and support this kind of work locally.

The programme is being led by two local improvement advisers (LIA's), myself, Adam Fineberg and Rachel Mann, working with local public service delivery partners in the region.

The aspiration is that localities feel inspired, informed and empowered to take forward Total Place style work that brings quality and efficiency benefits to public services in their areas.

The dissemination pro-

gramme is being delivered through a series of sub-regional workshops taking place in January and February, a February event specifically for LSP/LAA networking, a regional conference in March, with a final latest learning and support workshop in early April.

Each of the events will develop learning through the programme building knowledge, experience and confidence across the region to develop the total place approach.

Apart from learning about the Bradford experience and other projects across the country, the workshops are also aimed at identifying and sharing existing practice in the sub-region and fostering a sub-regional exchange of experiences and pooling of efforts.

Chris Taylor, YoHr Space Director, says: 'YoHr Space is particularly pleased to

## Dissemination



Adam Fineberg

have the opportunity to support these workshops and shared learning events.

We have mapped the activities planned and underway in the region so that we can share learning from the official pilots and unofficial projects taking place.

As a first step, sharing the

experiences from Bradford gives all our authorities an ideal platform from which to apply learning and for us to ensure there is a level of confidence across the region to further develop the total place approach.'

They will be of interest to heads of service level representatives from local authorities, partner local public service providers and staff actively involved in the planning and delivery of local public services. The workshops will cover the range of themes addressed by local public services.

Attendees will be engaged in learning about Bradford's pilot work – the 'deep dive' and 'parallel places'. Facilitators will, through a series of structured activities, capture existing similar practice and methodologies in the sub-region and support arising opportunities for local peer work to collaborate, devel-

op and organise services together. Local public sector partners will also have the opportunity to access tailored LIA support.

A dedicated regional LSP/LAA LIA facilitated Total Place network event will take place after the workshops, addressing Total Place, partnership working and strategic governance.

The progress made at the workshops and LSP/LAA event is then presented to the regional Total Place conference for executive level staff from local authorities and partner local public service providers and elected leaders.

*Adam Fineberg is local improvement advisor for the events Improvement and Efficiency Partnership Yorkshire and Humber, 19 King Street, Wakefield, WF1 2SQ, 01924 335569, 07800796762 chris.taylor@yohrspace.org.uk www.yohrspace.org.uk*

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