

NORTH YORKSHIRE STRATEGIC PARTNERSHIP EXECUTIVE

24 June 2010

TOTAL PLACE

1.0 Purpose of Report

- 1.1 To update the NYSP Executive on the Total Place initiative.
- 1.2 To seek views on how a Total Place initiative might work in North Yorkshire.
- 1.3 To identify key themes for detailed collaborative working in accordance with Total Place thinking.

2.0 Background

- 2.1 Total Place is a national initiative that looks at how a 'whole area' approach to public services can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations – delivering a step change in both service improvement and efficiency. Some initial thinking has been applied to this in the context of discussions on possible future collaborations between District Councils, the County Council, NHS North Yorkshire and York, Police, Fire, National Parks and has also included the City of York Council. (NB – a similar report to this was considered at LGNYY on 16 April and there was support in pursuing opportunities).
- 2.2 The impact of the economic downturn means all of the public sector needs to find radical new solutions to deliver savings and explore the opportunities of providing services that meet the needs of its citizens.
- 2.3 Total Place developed out of work in Cumbria undertaken by local partners to better understand the communities and needs of the areas ('Calling Cumbria'), together with the totality of public sector resources being spent in the area ('Counting Cumbria').
- 2.4 The Total Place initiative has three aims:
 - Make changes to services that can improve the lives of local residents and deliver better value
 - Deliver early savings to validate the work
 - Develop a body of knowledge and learning about how more effective cross-agency working can deliver the above.
- 2.5 The work weaves together three complementary strands: 'counting', 'culture' and 'customer needs'. Together, these strands aim to identify potential efficiencies and help people and organisations work together to achieve them.

- 2.6 There are 13 pilot areas participating in the scheme, with a diverse mix of economic, geographic and demographic profiles. Each pilot area is funded and supported by central government to undertake the pilot. None of the pilots have so far realised any savings from the initiative but that was not necessarily expected from the counting phase.
- 2.7 The counting process maps 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. This forms part of Sir Michael Bichard's work on the Operational Efficiency Programme, which is looking at where efficiency savings can be made in the public sector.
- 2.8 The culture process looks at the way existing cultures (the way we do things at the moment) actually helps or hinders the process.
- 2.9 The customer needs process uses customer insight to help to better understand customer need and identify opportunities for collaboration between agencies on service re-design and use of resources.
- 2.10 Whilst Total Place was launched as an initiative under the previous government, it did have political consensus and Bob Neil (Minister at CLG) has spoken positively about its potential. This will not be surprising given the current financial climate and, whilst Total Place may be re-branded, it is likely to feature as part of the public sector landscape for the foreseeable future.

3 National Progress to Date

- 3.1 There are 13 areas which are currently acting as pilots to implement this new way of working, joining colleagues from other local and national organisations and government departments. Details of the 13 pilot areas are attached at **Appendix 1**.
- 3.2 Each pilot has a particular theme reflecting its local priorities and is going through the following process –
 - Mapping of public spend in an area and relating to local outcomes
 - Identifying the customers in that area and their needs
 - Examining potential gains from re-designing services that are focussed on customers and at the same time identifying barriers in organisational structures.
- 3.3 Some of the early positive messages from the Total Place Pilots are that the process of the count:
 - Gives a visible picture of public expenditure in the area
 - Gives some powerful headline figures about the total public spend per citizen
 - Clearly identifies key organisations who are spending significant sums in the area
 - Indicates the extent of local control/influence

- Gives a basis for dialogue with government
- Can be useful in identifying areas for further exploration and so can be part of building further partnership working at local level.

3.4 Equally some of the challenges that have emerged relate to:

- The limitations of the available data
- The difficulty associated with identifying where duplication is occurring
- Being able to relate spend to the achievement of outcomes
- Difficulty in being able to put a cost/value on resources other than cash deployed in an area
- Difficulties around how much spend can be meaningfully broken down (by locality or activity) except on a notional basis.
- Resource implications – the process of a count and analysis does itself have cost implications.

4. Total Place discussions in North Yorkshire and York

4.1 The IDeA have facilitated some Total Place work within North Yorkshire and York and joint meetings have taken place of the public sector family in North Yorkshire and York. There was a broad consensus amongst the officers present that it would be wrong to get hung up on counting and the bureaucracy of process but there was value at looking at the areas of 'big ticket' outcome which lend themselves best to delivering savings and possibly improvements at the same time.

4.2 It is recognised that there are issues about how 'place' is defined. Place may well be specific to a geographical location but equally could apply to a theme, community or customer type. The officer group asked itself the following questions and came up with the following responses –

- a. Would the overarching aim be to test and strengthen partnership working generally or is there a more specific appetite to drive more specific service improvements?

The focus of this work is less about testing partnership working and more about focusing on the citizen

- b. Is the focus on efficiencies or service transformation (or both)?

The principal focus should be on efficiencies but this is not mutually exclusive. Service transformation is something that all wished to work towards. This goes hand in hand with the reality of the current economic climate which makes efficiency a key driver.

- c. In terms of the areas for a theme specific approach, are there service areas we are planning to review?

1. Waste Management

2. Capital and Asset Management and
3. Addressing the issue of an ageing population with a particular focus on facilitating independent living
4. There was also a consideration of having locality specific projects (such as is being undertaken in Scarborough).

Additional themes have also been broached but without significant consideration including:-

5. Gypsies and travellers
 6. Drug / Alcohol / Anti-Social Behaviour
- d. What is required to ensure buy-in at all levels (strategically and operationally) to give the best chances of success?

This will require a strong and clear case to be made about the benefit to the citizen and how any approach to Total Place will make a difference to them in real terms and encourage the removal of silo working.

It would be useful to test reactions to these same questions.

- 4.3 Following the development of the themes identified above, the North Yorkshire and York functional sub region has been successful in securing some support from PWC (but commissioned by LGYH) to look into a “Total Capital” approach. Whilst this piece of work is at its early stages, there are already some emerging areas of particular interest (see **Appendix 2**). In addition, there is a good chance that the sub region will be supported by the Regional Improvement and Efficiency partnership (RIEP) to progress work on asset management and hopefully other areas of capacity to assist in developing a coherent approach to “Total Place”.
- 4.4 Rather than get hung up on the Total Place methodology, consideration has thus far been concentrated on the areas of greatest opportunity as in paragraph 4.2.c

The extent to which these themes are deliverable will depend upon the criticality of, and ability and willingness of, specific partners to be involved in such work. For example, in order to have a Total view of “Older people living independently” those authorities providing social care, housing, leisure and the PCT will clearly be key players. Likewise, any collaborative work on waste will require the two tiers of local government in North Yorkshire but this may be attractive to York also. On the other hand, asset management appears to be an issue which has resonance with all partners throughout North Yorkshire and York based on particular geographical locations/needs. For that reason, work has already started on this area and funding has been secured from the RIEP.

5. Next Steps

- 5.1 Whilst there are only 13 Total Place pilots, there have been a number of parallel programmes in existence and there is nothing to stop any area pursuing a Total Place approach; no permissions need to be sought to start.
- 5.2 It is necessary to determine what appetite there is for Total Place thinking with North Yorkshire (and York) and what areas are favoured themes to progress. Consideration will also have to be given to the means by which these are progressed. Whilst there may be areas where additional workstreams are identified, every effort should be made to ensure that governance arrangements are proportionate and new structures are not created on top of existing structures.
- 5.3 It is also clear that political leadership will be essential in driving forward any Total Place approach. This will not only be critical within organisations but in engaging the wider public sector family of North Yorkshire and York. For that reason discussions have already taken place within LGNYY.

6.0 Recommendations

- 6.1 Views are sought on the issues raised in this paper and, in particular, the following questions -
- a. Would the overarching aim be to test and strengthen partnership working generally or is there a more specific appetite to drive more specific service improvements?
 - b. Is the focus on efficiencies or service transformation (or both)?
 - c. In terms of the areas for a theme specific approach, are there service areas we are planning to review?
 - d. What is required to ensure buy-in at all levels (strategically and operationally) to give the best chances of success?

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24 June 2010

Appendix 1

The 13 pilot areas are:

- Dorset / Poole / Bournemouth - Coastal town Multi Area Agreement (MAA) - To improve services for older people
- Kent - Two tier / County - Integrated services (online and telephone) and shared buildings and pooling resources
- Croydon - London Borough - Children's health and wellbeing with a particular focus on the under 5s
- Lewisham - Inner London Borough - Minimising reoffending and improving work and skills opportunities for young people
- Luton / Central Bedfordshire - Unitary - Support for those affected by critical life events such as becoming disabled or unemployed, victims of crime, and family breakdown
- Leicestershire / Leicester City - County / MAA - Tackling alcohol and drug abuse
- Coventry - Metropolitan Council - Improving outcomes of children and carers in relation to education
- Worcestershire - County - A range of themes such as tackling obesity, reoffending and road safety; as well early intervention for 'high contact' families receiving multiple support
- Birmingham - Unitary - Health, housing and crime
- Bradford - Metropolitan - Supporting people back into independence such as young people leaving care, young offenders leaving prison, and older people leaving hospital
- Ten Manchester local authorities and Warrington - City Region - Young children up to five years old
- South Tyneside / Gateshead / Sunderland - Metropolitan - Safer, stronger and healthier neighbourhoods focusing on services for children and young people
- Durham - Unitary - How resources are used around housing to help regeneration, including scope to cut duplication and improve services.

Total Place 2010 – On The Day Briefing

25 March 2010

LGA Group Key Messages

The Total Place report highlights the excellent work councils have done, leading their areas to find ways of delivering better services for less. This is an important first step in changing the relationship between Whitehall and town halls, but it will need to be followed up with bolder and more concrete action.

Total Place will only deliver savings and better outcomes if Whitehall massively reduces the cost of central government bureaucracy so that more money reaches the front lines, and delegates decision-making power so that local people have a real say over how public money is spent.

The Government has listened to the LGA's call that funding should be allocated by place, need and priority rather than be institutionally or initiative-driven through their 'Single Offer' pot of money. It is also good news that central government has recognised the need for places to be able to retain the savings made, to be reinvested in the local area.

'Single offer' - The Government will work with high-performing places to develop a 'single offer' which will give places a range of freedoms to redesign and improve services and increase value for money from April 2011. **The Government has listened to the LGA's call that funding should be allocated by place, need and priority rather than be institutionally or initiative-driven.** We will be seeking further details.

Improvement support -the Government will undertake a cross-sector review of improvement bodies with the aim of reducing costs by 30% by 2011-12. **We have called for a coordinated improvement framework within our Freedom to Lead proposals.** We see local government at the heart of convening improvement support for local areas.

Children's and Young People's Grant - 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. **We welcome the removal of ring-fencing around individual funding streams for children's services but the proposal will still impose a larger ring-fence on resources.**

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Headlines from the Total Place report

- In total, the pilots have mapped £82 billion of public spending in their areas, around one-fifth of total public spending in England.
- Achieving a 2 per cent saving in 2013-14 across public spending under local control would release more than £1.2 billion in England.
- High performing authorities will be given an opportunity to agree a 'single offer' with Government, which will give them a range of freedoms to redesign services in return for making savings, from April 2011
- Local authorities will have new discretion over £1.3 billion of ring-fenced funding.
- Government will reduce the number of funding streams from 110 to 94.
- A new multi-agency Children and Young People's Grant will start in April 2011.
- The Government will trial Social Impact Bonds to test how to invest in prevention.
- Total Capital and Asset Pathfinders will run in each region to improve the value of capital investments and support growth.
- Through five Invest to Save pathfinders, Government will contract with local providers to increase the number of long-term incapacity claimants finding work.
- Government will explore the benefits of moving towards an integrated, rationalised set of indicators across all local public services.
- The CAA area and organisational assessment will be streamlined and an area based value for money assessment will be developed.
- The Government will undertake a cross-sector review of improvement bodies, with the aim of reducing costs by 30% by 2011-12.

Further Information

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'Single Offer'

- The Government will work with high performing places to develop a 'single offer' which will give places a range of freedoms to redesign and improve services and increase value for money. The first *Single Offers* for high performing local authorities and partners will be implemented from April 2011. Government and places will work together to agree how savings will be identified and allocated. Savings will be retained by the place for reinvestment. The Government will also work to devolve responsibility on an agreed delivery theme through an 'Innovative Policy Offer'.

LGA View

- The Government has listened to the LGA's call for funding to be allocated by place, need and priority rather than be institutionally or initiative-driven. We welcome the news that those areas that can quickly move to seize these new opportunities will be able to do so. It is also good news that central government has recognised the need for areas to be able to retain the savings made to be invested in the place.
- We will be seeking clarification over the definition of 'high performing areas' and be looking to work closely with the Department of Communities and Local Government to clarify the details of the 'single offer' and 'innovative policy offer' proposal.

Savings

- The report suggests that achieving a 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.

LGA View

- Only a radical re-design of how local services are delivered will ensure the savings and benefits of Total Place are fully realised. The pilot reports show that, in general, only about 15% of public funding going into local areas is under local control.
- As a start, we have called for Government to tackle the £4.5 billion of savings available from removing unnecessary administration and red tape at the centre before thinking about changes that affect local public service users.

Accountability

- The Government is working with the National Audit Office and Audit Commission to develop template protocols for pooled budget and other joint working arrangements that satisfy different forms of accountability at the local level.

LGA View

- We are disappointed that the Government's proposals for reconfiguring public service delivery contains scant mention of enhancing democratic accountability to local people for how decisions get made.

Social Impact Bonds

- Social Impact Bonds will test how to invest in prevention and raise alternative sources of investment to tackle problems such as short sentence prisoners and adaptations to housing to support independent living.

LGA View

- We welcome the Government's plan to test the idea of Social Impact Bonds and help areas invest in long-term preventative work. We believe that social investment can make a contribution to getting more for less from our public

services. Local Partnerships could play an important role in developing the bond idea, as it already provides support for local public bodies in the development of effective relationships with social enterprises and the third sector.



Reforming performance frameworks

- The report indicates that almost all Total Place pilots highlighted the problems associated with the complex and burdensome nature of performance management regimes at local level. The report makes a number of proposals – including a commitment to a measurable reduction in the costs of compliance with inspection and assessment of public services.
- As part of the Spending Review, Government will take action to more strongly align performance frameworks across government – including exploring the benefits of moving towards an integrated, rationalised set of indicators across all local public services.

LGA view

- The continued existence of different performance frameworks for local public sector partners inhibits truly joined-up work at local level. The LGA’s “Freedom to Lead” work calls for a single performance framework for ‘place’. Multiple indicator sets for local partners (e.g. Vital Signs for health, APACs for police, etc) mean that partners can be diverted from focussing their attention on local priority outcomes. The Government should commit – at the earliest opportunity - to a single indicator set for place covering all local public sector organisations and reinforcing collective effort towards local outcomes.

Assessment

- Government will streamline the CAA area and organisational assessment and develop an area based value for money assessment

LGA view

- We welcome the proposal to streamline CAA. The proposal to introduce an area use of resources assessment supports the area and outcomes focus of CAA and Total Place and LGA would be pleased to contribute to the developmental work being undertaken by the Audit Commission. However our experience with CAA was that the introduction of a new separate assessment at area level was not met with a corresponding reduction in assessment elsewhere. We expect the introduction of an area use if resources assessment to signal the end to council use of resources assessments.

Data Burdens

- The Government will take further steps to reduce the burdens of data and reporting requirements.

LGA view

- Whilst we welcome this commitment it is disappointing that the Government does not say what steps it will take. Progress in reducing data burdens has been slow – as a first step the Government should immediately implement the recommendations from the Lifting the Burdens Task Force.

Improvement support:

- The Government will undertake a cross-sector review of improvement bodies to ensure that the key capacities and capabilities identified by the pilots are supported through an improved and integrated support offer and streamlined delivery, with the aim of reducing costs by 30% by 2011-12, reporting by Pre-Budget Report 2010.

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LGA Group view

- We support a review – which is consistent with our Freedom to Lead proposals - for a coordinated improvement framework for local public services. We see local government at the heart of convening improvement support for local areas. Both the review and cost reduction proposals must include the improvement activities of Government Departments (e.g. Dept of Health support for leadership of place in NHS Boards) and Government Offices, as well as Government stand-alone improvement bodies. The amount spent by the sector on improvement support is small compared with the cost of compliance with centrally imposed inspection and assessment.

Children’s and Young People’s Grant

- 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. The grant will include money for youth activities, school improvement, support for families, disabled children, Sure Start and money for children and young people. This will be accompanied by opportunities for pooling and alignment of funding from partners such as Primary Care Trusts (PCTs) and Police.

LGA View

- We welcome the removal of ring-fencing around individual funding streams for children’s services but the proposal will still impose a larger ring-fence on resources. Primary Care Trusts, police and other partners within the Children’s Trust must contribute their funding to the pooled grant if the trial is to be a success. Further details on which grants are affected are available on the CLG website.

Worklessness, growth and regeneration

- The report sets out a number of proposals regarding regions and their role in regeneration, such as enhancing the roles of Regional Ministers, simplified regional structures and alignment of investment in growth at the regional level.
- The Government will work with a small number of local areas to co-design approaches to worklessness, including 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. The 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.
- Five Invest to Save pathfinders will be created, 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.

LGA View

- We agree that a one size fits all approach to worklessness and regeneration will not be effective, and that interventions targeted on the needs of place will be more effective.
- Strengthening the regional institutions will not in our view promote economic growth more effectively. Taking economic decisions at the regional level has not reduced regional disparities in economic performance over the last 12 years since Regional Development Agencies were created.
- For that reason, the LGA has consistently called for the devolution of economic powers and funding streams. The measures announced in the Government’s Total Place report do not go far enough in giving local authorities the freedoms and flexibilities to tackle unemployment and promote growth more effectively.

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- The LGA has campaigned for a gateway allowing DWP and Job Centre Plus to pass personal data on benefit claimants to local authorities to enable councils to help them back into work more effectively. A single gateway must enable these data-shares.
- The LGA has called for Section 4 power to shape adult skills spending to be given to sub-regional partnerships. We welcome the transfer of these powers to the Birmingham Employment and Skills board;
- The LGA has called for the use of future savings on benefits to be used to invest in getting people on Incapacity Benefit back to work now. The Invest to Save pilots – announced in December 2008 - will test this proposition. We welcome the confirmation that local councils will be actively involved;

Asset management

- The Government will run 11 Total Capital and Asset Pathfinders from Budget 2010 to develop local strategies to align investment and asset management in a place. Kent and Worcestershire will also continue to 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.

LGA View

We believe there is great opportunity for local public bodies to use their property assets to deliver better value for money. To this end, Local Partnerships is already working with local authorities, the civil service and other public bodies to support collaborative asset management improvement programmes. However, global asset management should not be driven by the pursuit of short-term capital receipts, particularly with property values still potentially depressed coming out of the recession.

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Total Capital – North Yorkshire & York

Areas to explore:-

1. Extent to which it is possible to map the following across the public sector (local government, police, fire, health) and devise a practical way by which joint asset management planning arrangements can occur:-

Locations of current estates / assets (and status e.g. operational, surplus etc)

Operational requirements of current estates / assets

Future asset plans and areas of potential future development / funding

Opportunities for co-location / rationalisation / multi-use / disposals to realise receipts to fund rationalisation or capital requirements

Benchmarking comparisons to identify optimum use of accommodation

2. Review of the ways in which we could deliver a comprehensive Extra Care Housing programme given scarce capital resources. This area would need to consider scope for innovative financing arrangements engaging the market and partners.
3. Ditto Extra Care Housing programme but for Affordable Housing.
4. How two-tier local government can best coordinate efforts to

Maximise developer contributions for all community needs (community infrastructure, transport, affordable housing etc)

Improve LDFs so clarity provided to developers and collective views of two tiers represented

Influence and agree environmental standards in planning (e.g. BREEAM)

Provide appropriate facilities for gypsy and travellers

Maximise effectiveness of Sub-Regional Housing Strategy so funding opportunities are maximised

Notes

Commitment has been provided by NYCC, City of York Council, all 7 District Councils, Police and PCT. Discussions also to be held with both National Parks and Fire – it is expected that they will wish to be involved.

A multi-agency project is being considered for Malton which includes many aspects of the above areas; see attached for further information.

Catterick Garrison is earmarked for expansion and is already the largest military garrison in Europe. This project has also been put forward for consideration of a case study given the possibilities of working with MoD and the move for further community integration.

Ryedale Sites Project

There is the potential for a substantial public sector joint development opportunity in Malton involving 5 public sector organisations: NYCC, Ryedale DC, NHS, Police and Fire. The project could provide housing (including market, affordable and extra-care); leisure, health and shared public offices. There are opportunities to join up services in the town to offer both improved access for customers and significant efficiency savings through co-location of services; shared space/facilities; reduced asset related costs.

The sites also offer opportunities to help deliver some of the new infrastructure requirements for the town generated by the LDF and the identification of Malton as the primary town for Ryedale in terms of targeted housing, retail and employment allocations.

Key Information:

- There are 6 public sector sites adjacent to each other on Old Malton Road in Malton: 2 county primary schools; NHS Ambulance station, NYCC residential care home, Ryedale DC HQ, police houses and the police station. The fire service is located elsewhere in the town on a site with some access issues.
- The sites fall within the existing development limits of the town.
- Initial and informal (not public) discussions have taken place with NYCC in relation to Extra Care provision and the potential to develop sites in tandem/partnership with a view to understanding what could be possible. This site has been submitted to LDF for consideration.
- RDC has submitted its HQ site for consideration – this is currently covenanted for housing or local government uses only. Other covenants may exist.
- RDC own another building in the town centre which is currently being considered for development to house some council services and in particular front of house. In discussion with NYCC Access to Services (libraries) about potential joint facility.
- Informal (not public) discussions also taken place with Police regarding potential to locate some police activity into this building in the town centre. This building could also be used with some re-development to relocate RDC – and others – HQ.
- Potential to invest in a new edge of town bespoke blue light services fast response type centre (vehicles). This could include fire, ambulance service and police.
- The ability to assemble all sites into one significant development package offers increased potential for developer contributions/additional public benefits being delivered.
- The sites are opposite extensive playing fields which are not developable however there may be opportunities for the primary schools to utilise these playing fields thus allowing some expansion or development on the school sites.

NB This proposition is not in the public domain currently. Discussions have been informal and confidential and with NYCC Adult Services and Police only. There is agreement that this would benefit from some proper feasibility work to better understand willingness, need, aspirations and deliverability.