

WILTSHIRE COUNCIL

**CABINET
26 JANUARY 2010**

REPORT ON TOTAL PLACE

Cabinet Member: Councillor John Thomson, Community Services

Executive Summary

This paper is to update Cabinet on the National Total Place work and to set out how we in Wiltshire are going to be taking this work forward.

On many occasions Cabinet and officers have discussed the barriers and obstacles across the public sector that can get in the way of people living their lives with opportunity and choice. Different priorities, different and often protected budget streams, different legislative structures etc all create bureaucracies that work in their own silos.

In Wiltshire we are fortunate to have excellent relationships with our partners across the sector, and we have many excellent services and very committed and professional staff right across the sector. We also have many examples of true partnership and joint working that really does make a difference to people's lives and we will continue to build on this actively.

However despite this, only a small amount of the spend and the policies that drive partners is locally controllable and the system as a whole sometimes does not work for the benefit of the most vulnerable individuals and families.

We want to change that and the Total Place concept offers us a way of doing things differently.

Proposal

That Cabinet:
 supports the development of a Total Place pilot project in Wiltshire,
 based on improving the support delivered to vulnerable families and
 individuals.

Reason for Proposal

To secure Cabinet support for the ongoing development of the Total Place pilot project in Wiltshire

**SUE REDMOND
CORPORATE DIRECTOR – DEPARTMENT OF COMMUNITY SERVICES**

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Purpose of Report

1. To update Cabinet on progress being made on the Wiltshire Total Place pilot project.

Introduction

2. The Total Place Initiative is a Communities and Local Government pilot programme to test new approaches to the efficient use of resources and service improvement in local areas. The initiative is a pilot programme looking at how public money is spent in a local area and how it can be used more efficiently to improve local services. £5 million is being invested in 13 areas which were chosen by the former Communities Secretary to pilot the initiative following trials in Cumbria and Birmingham. The Cumbria project mapped £7.1 billion of public money being spent in the area and local organisations were challenged to produce ideas on what could be done differently to make savings, where the smallest percentage savings would amount to many million pounds.
3. Total Place aims to explore and challenge the way the public sector together deliver public services. This means getting alongside people in a very different way than now and looking at people's lives and what they need to live them as full and valued citizens in communities and not as "services". It recognises that those who receive services very often receive them from a myriad of public bodies, many of which will not be formally accountable, and that there is a strong likelihood of duplication with its associated costs, as well as gaps where those who need support fail to receive any at all. Service provision where it is received can often be reactive rather than preventative; structured and inflexible instead of responsive; and can be disrespectful of the rights and wishes of those on the receiving end. The outcome of this in many situations can lead to punitive measures or measures that increase dependency, which looking to the future will be unsustainable.
4. Studies have shown that a relatively small number of individuals and families absorb a significant proportion of public spending in any particular area. For various, and sometimes complex, reasons this group may be subject to interventions and support from various sources including the criminal justice system, primary and strategic health care, education, social services, housing, welfare services, housing etc. There may be deep rooted problems that exist which lead to a cycle of decline and dependence, which is perpetuated through generations. It is considered

that traditional individual and beurocratic approaches will not address this situation and that a new and more radical strategy is required if we are to improve the life chances of some of our more vulnerable families, and at the same time reduce the financial and social burdens that the current system of interventions has created.

5. To illustrate this in reality, one family receiving support and help recently mapped out all the agencies they were in contact with and recorded over 23 agencies with little co-ordinated “whole family” approaches. In some organisations such families are referred to as “chaotic” - it would be more appropriate however to use the term “chaotic” to describe the way public services respond! This statement is meant to be challenging and is not a reflection on the committed staff working in all these agencies (statutory and voluntary) across Wiltshire or nationally. Indeed, these sentiments are made by staff who are themselves equally frustrated at the barriers and obstacles in the way of them doing their jobs too. It is more a statement of how beurocracies become detached from the real issues and work against the true interests of the people they are aiming to serve. The “radical” approach will challenge all of the services currently working in Wiltshire and will start with the engagement and lead from the families and individuals themselves.
6. Total Place is not merely about the public sector doing things in a more coordinated and effective way. Implicit in emerging thinking is that we need to establish a new relationship between citizen and state. This could be characterised by greater individual responsibility and more focused, streamlined support where the aim is to provide people with the skills to become independent and lessen their impact on public services and the communities in which they live. It could also be characterised by communities who care and include all members as valued citizens, and as we work in Wiltshire to develop resilient communities across all our county, this is an ambition we are already committed to. These are not necessarily new concepts, and there has been some excellent partnership working in this regard in all our services over many years. What makes Total Place different is that there is an acceptance that we might only be able to go so far given the organisational boundaries and bureaucracy that exists at both a local and national level.
7. Total Place is therefore more than partnership working rebadged. It will identify what is preventing the most appropriate and cost effective services from being delivered. If these obstacles can be resolved locally then partners are committed to taking whatever steps are necessary. If overcoming barriers requires legislative change or any other form of government intervention then this will form part of the learning to be relayed to government at the conclusion of the project. This is consequently not about working within existing constraints but fundamentally challenging what prevents us from doing the best for our citizens.
8. In the view of the policymakers driving the Total Place work, the prize at stake is the opportunity to improve the lives of those who require our support, and also the lives of those who for one reason or another have

their lives affected by the few that absorb so much of our time. Equally important will be the financial savings that may be available to the public sector as a whole from reducing the number of interventions that the current system supports.

9. For Wiltshire Council and partners, the additional prize could also be greater community engagement and inclusion and involvement from many more citizens who are able to withstand pressures and strains in life and work with public services in the future as partners. For the individuals and families yet to be engaged there will need to be clear advantages and possibilities for them to signing up to any pilot.
10. Whilst Wiltshire's public service partners did not bid to become a formal Total Place pilot, the level of interest amongst partners has been such that support for developing a parallel pilot project has been enthusiastically received by the Government Office for the South West (GOSW). The South West Regional Improvement and Efficiency Partnership (RIEP) have also recognised the potential that Wiltshire can offer to the initiative and have agreed £250,000 of funding to support Total Place projects across the area. Wiltshire and Swindon will run their pilot projects in parallel as they are seen as distinct but complimentary. Regular liaison will be maintained to facilitate learning across both areas, and to support reporting to RIEP and GOSW.

Total Place in Wiltshire

11. Total Place offers enormous potential for stimulating new thinking into the way public services in Wiltshire can be delivered around the needs of customers, and with the purpose of achieving emotional wellbeing within communities. This notion of emotional wellbeing is considered to be key in developing independent fulfilling lives where the decline into dependence can be stopped, and families and individuals can see a positive future for themselves. Ultimately, the learning generated will represent a catalyst by which the wider delivery of public services in Wiltshire will be transformed, based on making the customer experience a positive and productive one, but one essentially built on a foundation of support and prevention.
12. Total Place pilot projects around the country have all adopted a particular service focus, through which the potential of Total Place can be tested. In Wiltshire we are focusing on vulnerable families and individuals and in particular those families that currently receive a great deal of attention and/or support from the council, its partners and communities. Such families are relatively small in number but receive a disproportionate percentage of attention from a wide range of public service providers.
13. There are three elements to Total Place Wiltshire. These are:
 - a) Family Intervention Project (FIP);
 - b) Family Justice Centre (FJC);
 - c) A specific Total Place pilot project to look very closely at a number of families in one or two community areas.

14. The FIP (which is a separate government led programme which all councils have to develop) aims to provide early intervention and support to families affected by offending behaviour within the family, which often leads to a range of problems in their communities. The project involves various agencies, including council services, youth offending teams, health and police. In Wiltshire, to avoid having lots of programmes working separately, we are using the learning and the practical ideas coming from the FIP to help us with the Total Place work, and we will also help to shape the work of the FIP to more effectively deliver radical changes.
15. The purpose of a FJC is to provide a “one stop shop” for domestic abuse, child protection and vulnerable adult victims. This is achieved by co-locating a number of services and enabling victims to address all of their support needs in the same place. The core partners involved are the council, the Police and the NHS, but it is hoped that over time other partners will become involved.
16. Both these elements of the Total Place pilot will help us learn more about what can work for families, and how they can be best supported by public services should they need them.
17. Wiltshire is well placed for the 3rd strand of this work which is the more detailed “Total Place” pilot. We have already well established community areas, partnerships and area boards and would want to engage one or two in this work in the coming months, to have whole community support. We have a really vibrant voluntary sector and many individuals who already wish to contribute to their communities and people in them and this work must build on that strong foundation. We are well skilled in systems thinking and our work over the past 2 years on a variety of systems thinking “lean” reviews gives us the methodology to understand how systems do not work well for people unless designed by them and with their desires at the forefront and are planned as one total system. And we have well established and strong partnership working across the public sector, business communities and voluntary sector.
18. The project will aim to identify families and individuals who already have a great deal of contact with the services in Wiltshire and who agree to take part in trying something different. *Appendix 1* shows the different and sequential parts of the project and how we will aim to take it forward.
19. It will aim to create a shared understanding of what it is like to live in a community, and the experience of that community of receiving public services. Where is the duplication and where are the gaps? Does it feel like service providers really understand the difficulties people face in turning their lives around? The focus will be on those families that for one reason or another have reached a point where they rely heavily upon interventions from all sorts of sources. They have become dependant and that dependency manifests itself in many different outcomes for both the family and the communities they live in. These outcomes will in the main be negative for both the individuals and families and the wider community e.g. lack of belonging, exclusion from schools, stressful family life, low income and depression, to wider community impacts such as crime, anti

social behaviour, environmental damage, pressure on local education and healthcare provision. Areas may become stigmatised by the activities of such families, and so the consequences of failing these families goes far beyond the families themselves.

20. Analysis will delve deeply into what service providers are currently doing with each family, the consequences of their interventions and the cost. This will be a root and branch piece of work, which aims to really understand the totality of what public services do in a particular community, for a relatively limited number of families. The line will not be drawn at local service provision, but the aim will be to uncover all intervention activity and cost including that provided through national agencies e.g. Department of Work and Pensions, Prison Service etc. Equally, what contributions do voluntary and community based organisations make to managing the challenges facing their communities?
21. Armed with a level of information and intelligence that has never been collected before, it will be possible to rethink the delivery of services around the needs of families. The barriers that might currently prevent a more effective solution for families will not be seen as immovable, but will form part of the outcome of the project. Not merely as part of a recognition of why we couldn't achieve more, but as a challenge to the partners and government to do what ever is necessary to remove those barriers.
22. Service transformation is where we plan to move from 'understanding' to 'lives not services'. We will design services where they are needed, on the basis that they should contribute to empowering and enabling people to live full lives rather than base them on the needs or priorities of the organisations involved. There may be some difficult choices but it is anticipated that the benefits will be significant. Furthermore, the potential to remove wasteful processes and duplication from our current approaches will translate into financial savings. The opportunity to involve area boards will also be taken in order to ensure solutions are not merely imposed but are understood and welcomed by those communities involved in the project.
23. Learning lessons will be one of the most valuable aspects of Total Place. The focus of Wiltshire's project may be vulnerable families, but the real prize is to achieve a new way of working in communities that can translate successfully into any number of other situations. This must result in a cultural change across public services where who does what is less important than the outcome that is achieved and the long term benefits that can be secured. External evaluation will take place during, and at the conclusion of the project, with the aim of capturing the critical learning from the project, and identifying how it might inform the wider transformation of public services in Wiltshire and nationally.

Next steps

24. A Total Place programme board is being formed to direct the project. Representatives from Wiltshire Council, the Police and the Primary Care Trust will be involved, but critically so will representatives from target

communities and those that have experience of receiving multi agency support.

25. Project managers are in place for FIP and FJC projects and a project manager for the pilot project is being appointed shortly. *Appendix 2* outlines the projects governance structure.
26. The role of area boards in the locality where Total Place project work takes place is being identified. It is considered important that whilst confidentiality will be vital for those families and individuals involved in the project. A level of visibility for the initiative as a whole will be valuable in gaining the confidence and buy in of the community as a whole.

Summary

27. Total Place represents a unique opportunity to rethink how services are provided to the most vulnerable members of our community, and to really focus on creating lasting solutions to the problems that affect them and the communities they live in. Obstacles to success will get in the way, but Total Place will mean that the challenge to overcome those obstacles will be shared not only with our partners but also with government and its agencies. The learning that is generated from Total Place can inform the future of service provision in Wiltshire, and consequently it offers huge potential for realising the councils vision for creating strong and resilient communities.

Implications

Environmental

There are no direct environmental implications, although the scope for rationalising service provision within communities may reduce the overall carbon footprint incurred across service providers. Furthermore, potential exists for Total Place to have a really positive impact on the local environment in the target area.

Equalities impact

The project aims to deal directly with the inequalities that exist within communities by producing more effective and lasting solutions. By adopting a proactive and preventative approach, it will be possible to break the cycle of dependency that results through generations.

Risk Assessment

Appropriate and proportionate programme management arrangements are being put in place in order to identify and manage risk effectively through the lifecycle of the pilot.

Financial

The costs of the pilot are being met by the £250,000 funding from RIEP. Providing this is 100% funded and does not require any match funding, and there are no time restrictions on the use of the grant that would prevent claiming the grant in full, and as long as expenditure remains within the £250,000, then there are no direct financial implications. Longer terms there are a lot of potential financial benefits from successfully delivering the project.

Legal

There are no legal issues identified at this stage.

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January 2010

Background papers

None

Appendices

- 1 – Total Place Pilot Process
- 2 – Total Place Governance Framework