

For General Release

REPORT TO:	CABINET 12 October 2009
AGENDA ITEM:	7
SUBJECT:	Total Place in Croydon – Improving outcomes for Children and Young People
LEAD OFFICER:	Director of Strategy and Communications
CABINET MEMBER:	Deputy Leader (Performance Management) & Cabinet Member for Children, Young People & Learners - Councillor Tim Pollard
WARDS:	ALL
<p>CORPORATE PRIORITY/POLICY CONTEXT: Croydon is one of 13 pilot areas identified by HM Treasury to pilot the Total Place initiative. Designed to identify opportunities for providing better services at less cost. Total Place takes a “whole” area approach by considering the totality of spending and the effectiveness of all the public services in a local area to improve (in Croydon’s case) outcomes for children and young people.</p>	
<p>LOCAL AREA AGREEMENT (LAA) TARGETS:</p> <p>The focus of Total Place in Croydon will impact on all indicators relating to Children and Young People but implementation is likely to be beyond the timescale of the current LAA.</p>	
<p>FINANCIAL SUMMARY:</p> <p>One off funding for the pilot programme of £250k has been provided by the Treasury and any initial costs will be contained within this budget. Total Place requires that public spending across all local and national agencies in the borough is identified and looked at in detail for the particular area of focus. Business cases will be prepared for any projects resulting from this work to outline potential costs and efficiency savings.</p>	
<p>FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a key decision</p>	

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| <p>1. RECOMMENDATIONS</p> <p>1.1 To support Croydon’s status as a Total Place pilot, one of only 13 in the country (Appendix 1).</p> <p>1.2 To endorse the focus of Total Place in Croydon on the health and well being of Children and Young People with a particular emphasis on child development in early years.</p> |
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| 1.3 | To note the progress made so far against the tight timetable set nationally for the programme including submission of the high level financial analysis attached as Appendix 2. |
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2. EXECUTIVE SUMMARY

- 2.1 Croydon is one of 13 national pilot areas identified by HM Treasury to pilot the Total Place initiative (list of pilots included as Appendix 1). Building on work carried out in Cumbria with the National Leadership Centre, Total Place is designed to identify opportunities for providing better services at less cost by taking a “whole” area approach, i.e. by considering the totality of spending and the effectiveness of all the public services in a local area.
- 2.2 Each pilot area is concentrating on a different theme, for Croydon the pilot is jointly led by the Council and NHS Croydon with a focus on Children’s health and wellbeing with a particular emphasis on child development in the first seven years. This provides an opportunity to build on its already strong partnership ethos and track record of joined-up service delivery to identify ways to improve outcomes for children and young people in the borough while reducing costs across the public sector.
- 2.3 Overall there has been good progress against the very tight national deadlines for the project. Croydon has met the timetable for submission of:
- The high level financial analysis (‘count’) summary attached as Appendix 2.
 - Initial scope and ideas on Croydon’s focus on Total Place has been shared with the Treasury to inform their pre-budget report.
- 2.4 Further workshops with managers, front line staff and children and families are being held in November to refine the scope of the project and to identify opportunities for improvement and transformation. A final report will be prepared for submission to the Treasury by February 2010.
- 2.5 More information on the Total Place initiative and pilot areas can be found on the new Total Place website. <http://www.localleadership.gov.uk/totalplace/>

3. DETAIL

The opportunity

- 3.1 Total Place will help the Council achieve its aim to allow all children to reach their potential so that they will be able to contribute positively to society as they grow up, helping avoid costs of dealing with poor behaviour and poor mental and physical health in later life, as well as adverse impacts on society as a whole.
- 3.2 The Council's proposition is that:
- Too high a proportion of resources are spent by multiple agencies on the consequences of poor behaviour in young people and adults;
 - Services are unnecessarily fragmented resulting in significant overlap in how local and national agencies are currently meeting needs of children and parents;
 - Too much early years support is being spent on reactive safeguarding;
 - Better outcomes and significantly lower costs can be achieved by shifting local and national resources up-stream towards preventative work in early years.

Project objectives and deliverables

- 3.3 Total Place will provide a better understanding of how public spending across all agencies relates to local priorities and outcomes and a detailed analysis ('deep dive') of spending and services relating to Children's Health and Wellbeing. It will also identify:
- Opportunities and enablers for genuine transformation to deliver significant improvements in outcomes for children, young people and families in Croydon, through greater levels of innovation and collaboration;
 - Barriers that prevent delivery of improved outcomes at lower cost and how these may be overcome, including actions for central government where appropriate;
 - Early opportunities for efficiencies that will feed into the next spending review.

Approach and progress

- 3.4 Using a 'whole systems' approach the project will attempt to map the relationships and interactions of all local and national agencies including third sector support in providing services to children, young people and families. Informed by research and evidenced based, Total Place will seek to identify fundamentally different ways of working to better meet local needs and provide improved outcomes through a deeper understanding of the views and experiences of service users and front line staff.

3.5 Overall there has been good progress against very tight national deadlines set to enable the Treasury to take account of initial findings from the pilots in its pre-budget report and the next spending review. In particular Croydon has:

- Established project governance and appointed a project director, manager and advisor;
- Completed the high level count on schedule – identifying a total spend of about £2.6b across local and national agencies in the borough;
- Carried out initial research to provide an evidence base, support the hypothesis and identify what works and good practice, including previous work in Croydon, e.g. for the development of children’s centres, the family justice centre and turnaround centre, children and young peoples’ plan, etc. and any relevant customer insight work;
- Begun the ‘deep dive’ to highlight spending on specific services relating the health and well being of children and young people;
- Held the first creative workshop with representatives of the Council and partner organisations to help develop new ways of working and identify opportunities for change.

Initial findings from research and service provider workshops

3.6 Initial research and feedback supports the hypothesis that early and effective intervention will help improve outcomes for children and young people. We also know that although excellent service provision can help provide a good start it does not necessarily inoculate a child against poor outcomes in later life. Continuity is therefore important so that early year’s interventions track through to an appropriate range of support services when needed.

3.7 The first workshop on 8 September 2009 brought together managers and stakeholders from the Council and partner organisations to consider opportunities for change and new ways of working. Early pointers for further investigation were identified as:

- A stronger focus on working with children and families when children are at their most receptive i.e. age from 0-3 years;
- The need to galvanise and support resources that may be available in the wider community;
- Engage with children and families in developing more innovative and customer led solutions;
- Improve our ability to deliver more effective outreach services to those most in need;
- Improve in some areas how we implement the Common Assessment Framework;

- Better co-ordinate services and identify opportunities for pooled resources particularly on transition arrangements i.e. into school;
- Better integrate front and back office to deliver more streamlined and joined-up services.

Next steps

3.8 A further series of public office workshops will be run in October which will seek to challenge current systems of delivery from the perspective of children, young people and families and involving staff across all levels. This will highlight opportunities for 'quick wins', more fundamental service transformation and provide the focus for the 'deep dive' analysis. Croydon will also be hosting the third national networking conference in November and a potential ministerial visit this autumn.

3.9 A final report is required to be submitted to HM Treasury by February 2010.

Phase	Timing
1. Financial analysis (count) High level count (completed) 'Deep dive' analysis	Jul - Aug Sep -Nov
2. Research Initial research (ongoing)	Jul - Sep
3. Service mapping Initial workshop (completed) Public Office Workshops	8 Sep 9-12 Nov
4. Customer Insight (ongoing)	Sep - Feb
5. Securing transformation Service redesign options Implementation of early projects	Dec From Jan 2010
6. Reporting Update to Treasury Report to Cabinet Submission to Treasury	18 Sep 12 Oct Feb 2010

4. CONSULTATION

4.1 The project will consider results of previous consultation activity and seek to identify gaps where further customer insight is required. Workshops are being run as outlined above to ensure that those involved in the delivery of services and children, young people and families themselves are able to contribute their views about how to change the way services are delivered to achieve better outcomes.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1 Additional one-off funding of £250k, to cover temporary project staff, research, and running of events, etc. connected with the project has been provided by HM Treasury.

1 Revenue and Capital consequences of report recommendations

None at this stage

2 The effect of the decision

3 Risks

Total Place presents significant challenges, in particular the timetable for coming to a clear conclusion. There are also particular challenges in terms of scope and complexity of the project and obtaining sufficient buy-in from the different organisations and stakeholders involved. To mitigate this Croydon has engaged experts in delivery of complex programmes of this nature and is fully participating in the networking opportunities to identify best practice elsewhere – Croydon Council together with NHS Croydon is hosting the third Total Place national networking event in November. It is also holding a number of local events to draw in organisations and professional interests to develop a shared understanding of issues and potential solutions.

4 Options

Total Place is designed to identify opportunities for significant changes in service delivery. These options and financial implications will be addressed at a later stage in the project.

5 Future savings/efficiencies

Total Place will help ensure that Croydon is a good position to respond to the challenge of forecast future spending reductions.

(Approved by: Richard Simpson, Director Corporate Financial Services)

6. COMMENTS OF THE COUNCIL SOLICITOR AND MIONITORING OFFICER

- 6.1 The Council Solicitor comments that there are no direct legal implications arising from this report.

(Approved by: Gabriel MacGregor, Head of Legal Services (Corporate) on behalf of the Council Solicitor & Director of Democratic & Legal Services)

7. HUMAN RESOURCES IMPACT

- 7.1 While there are no impacts at this stage Total Place will identify opportunities for change that will affect current roles and responsibilities as well as the workforce strategy for staff in the Council as well as for partner organisations.

(Approved by: Robert Laban, Head of HR Consultancy on behalf of the Director of Human Resources & Organisational Development).

8. CUSTOMER IMPACT

- 8.1 Customer insight is a key component of Total Place and Croydon's approach will involve looking at existing services from the Customer's perspective. Customer impacts will be assessed once options for change have been identified.

9. EQUALITIES IMPACT ASSESSMENT (EIA)

- 9.1 As part of the pilot work, careful consideration will be given to access and targeting of services and how this can lead to better outcomes for some of the most vulnerable groups in the community.

10. ENVIRONMENTAL AND DESIGN IMPACT

- 10.1 There are currently no environment and design impacts but options will consider current modes of delivery and location and access to facilities offering services to children young people and families.

11. CRIME AND DISORDER REDUCTION IMPACT

- 11.1 It is envisaged that more effective early intervention will make a positive contribution to reduction of crime and anti-social behaviour over time..

12. HUMAN RIGHTS IMPACT

- 12.1 The outcomes of this initiative should support the Council's delivery of it's obligations under the Human Rights Act and particularly in respect of Article 8 of the Convention – the right to respect for private and family life.

13. FREEDOM OF INFORMATION/DATA PROTECTION CONSIDERATIONS

- 13.1 The obtaining or sharing of personal information during the pilot will be subject to the requirements of Data Protection Act.
- 13.2 The more general outcomes of the pilot and background information may be accessible to the public in response to a request under the Freedom of Information Act but subject to the application of any relevant exemptions.

CONTACT OFFICER: Damian Roberts, Director of Strategy and Communications

BACKGROUND DOCUMENTS: None

PILOT AREAS FOR TOTAL PLACE

South West	Dorset / Pool / Bournemouth
South East	Kent
London	Croydon
London	Lewisham
East	Luton / Central Bedfordshire
East Midlands	Leicestershire / Leicester City
West Midlands	Coventry and Solihull
West Midlands	Worcestershire
West Midlands	Birmingham
Yorkshire and Humber	Bradford
North West	Greater Manchester City Region and Warrington
North East	Durham
North East	South Tyneside / Gateshead / Sunderland

Croydon total place high level count Summary of findings (at 27 August 2009)

Introduction

In this initial phase of *Croydon's total place project*, we have sought to capture the total annual public spending for Croydon – a large and diverse outer-London borough home to some 340,000 people.

At approximately **£2.6 billion** spent annually in Croydon, this sizeable figure is arguably beyond the scale of many people's conceptions of monetary value. And, as the sum of a multitude of items, it is perhaps a little difficult to grasp what this represents. From teachers' salaries to hospital medicines, road repairs to children's centres, it includes both spending on day-to-day running costs and longer term infrastructure and building projects.

The figure that we have arrived at is necessarily indicative but this is not to say that our analysis is without significance. We have already begun to uncover some invaluable insights into the pool of resources available to Croydon. Not only in financial terms, but also in the shared willingness to draw together across organisational boundaries to improve the way-of-life for Croydon's families and children.

The purpose of this summary is to:

- help spark conversation on topics that till now may have been seen as un-connected;
- open up lines of communication across organisational boundaries;
- inform the development of the next phase of this project to define the scope of work around the culture and organisational processes for securing children's health and well-being and the extent of the "deep-dive".

Total Croydon spending

Our analysis at Table 1 over page shows total annual Croydon spending against the ten categories of the *United Nations Classifications of the Functions of Government (cofog)* – an internationally recognised way of classifying public sector spending. The cofog categories are outlined at Table 2 overleaf along with the assumptions that we have employed in arriving at this analysis.

Table 1: Croydon spending - cofog categories

	£m	
01 - General public services	71	3%
02 - Defence	1	0%
03 - Public order and safety	221	9%
04 - Economic affairs	239	9%
05 - Environmental protection	37	1%
06 - Housing and community amenities	157	6%
07 - Health	558	21%
08 - Recreation, culture and religion	20	1%
09 - Education	367	14%
10 - Social protection	928	36%
	2,599	100%

Over a third of Croydon's total spending relates to **social protection (£928m)**. Within this, the bulk of this spending is from the Department for Work and Pensions (£642m) in the form of allowances and payments such as housing and council tax benefits and carers and jobseekers allowances, with the next largest spending organisation being Croydon Council (£214m). The second largest area of spending is on **health (£558m)** followed by **education (£367m)**. Together these three categories constitute more than two thirds of Croydon's total spending.

Assumptions

Our analysis has been undertaken at a high level over a short timescale. We have therefore used assumptions to determine a reasonable estimate. Wherever possible we have used actual gross expenditure in 2008/09 or if this has been un-available we have used either 2008/09 budget or 2007/2008 spending. Where organisations span broader geographic areas (either regionally or nationally) estimates have been made for Croydon using, for example, population figures. We have used and relied upon CIPFA's mapping of local authority expenditure to the cofog categories to analyse council spending (Table 2 below).

Table 2 : Key to cofog categories

There are ten categories identified at "Level 1" of the UN cofog:

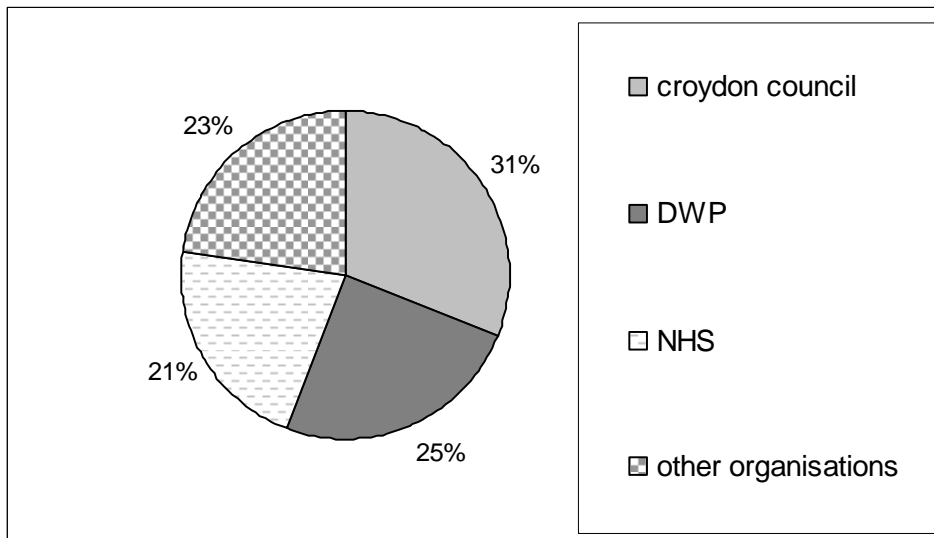
- 1. general public services** - includes operation of democracy and general government bodies
- 2. defence**
- 3. public order & safety** - includes police services, law courts, prisons and the fire service
- 4. economic affairs** - includes commercial and labour affairs, business support, sectoral support, energy, transport and communications
- 5. environmental protection** - includes waste, water management, pollution abatement and biodiversity and local infrastructure
- 6. housing & community amenities** - includes housing provision, community facilities and local infrastructure
- 7. health** – includes medical products and equipment, outpatient services, hospital activities and public health
- 8. recreation, culture & religion** – includes recreation and sport and cultural activities
- 9. education** – includes pre-primary education, primary education, secondary education further education and higher education and training
- 10. social protection** – includes support for people with a disability, older people, and families, those on low incomes/unemployed.

Within these ten categories are further more detailed categories, known as "Level 2" categories.

Organisations' spending in Croydon

This analysis has encompassed more than ten public organisations working for Croydon including the police and fire services and other GLA bodies such as the LDA, Croydon NHS, Croydon College and Croydon Council as well as central government departments and agencies. Chart 1 below shows the main spending organisations in Croydon.

Chart 1: main spending organisations



Moving ahead : the deep-dive

In our next phase of work, we will address a range of questions such as:

- How much does “ring-fenced” spending either support or hinder a sustained focus on outcomes?
- How does current spend relate to outcomes for children and their families in early years?
- How can we align spending to help foster positive outcomes in children’s achievements at an earlier stage?