

# Essex Total Place Pilot Report:

*Evaluation report into the Safeguarding and young people Not in Education, Employment or Training (NEET) pilots*



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## Executive Summary

- There have been two Total Place pilots in Essex using funding from the Regional Improvement and Efficiency Programme (RIEP). The pilots have focused on Safeguarding and young people Not in Education, Employment or Training (NEET)
- The aim of this report is to evaluate the pilots to inform future Total Place projects
- The pilots have instigated the beginnings of a cultural change with improved partnership working and proactive stakeholder engagement. The adoption of Total Place principles have resulted in a simplified process for Safeguarding and an action plan for NEET young people
- There have been some challenges around determining scope and spend across partners with both streams
- The recommendations in this report focus on developing a consensus around the overall objectives of Total Place, the inclusion of cost-benefit analysis and agreed spend acceptance levels, and the need to further develop trust between partners
- Nationally and locally Total Place has been considered a success and its principles are likely to continue with the new coalition government, albeit under a new brand. Essex is currently evaluating potential projects to expand Total Place

## 1. Total Place

Total Place is a new initiative that looks at how a 'whole area' approach to public services can lead to improved services at less cost. It seeks to identify and avoid overlap and duplication between organisations in a fresh approach to collaborative partnership working. Total Place was introduced in the 2009 budget.

There are three complementary strands that make up Total Place; counting, culture and customer insight. Together, these strands aim to identify potential inefficiencies and duplication and enable local partners to work together to improve services.

### The counting process

This is divided into two stages, a high level analysis of total spend in the area to make links between services and partners followed by a deep dive spend analysis to identify where funds can be more efficiently spent.

### **The culture process**

This process looks at the way existing cultures within the authority and between partners actually helps or hinders the process. This information can be gathered through stakeholder interviews.

### **Customer needs**

This process aims to better understand customer need and identify opportunities for collaboration between agencies on the use of resources and service redesign. Customer insight can be both qualitative and quantitative and involves, for example analysis of operational data, surveys and customer journey maps. A customer centric service design is essential to the design and delivery of better services.

There have been thirteen national pilots and over seventy Parallel Place pilots across the country. Pilots have focused on 'wicked issues' within their authorities. Essex County Council (ECC) is currently trialling two Parallel Place pilots with funding from the Regional Improvement and Efficiency Programme (RIEP). The pilots are focusing on Safeguarding and young people Not in Education, Employment or Training (NEET). The March 2010 Treasury report on the thirteen pilots found that Total Place had been successful. With the new coalition government, the future of Total Place as a brand is uncertain however, the principles are likely to survive in the current economic climate and with the public becoming increasingly involved in service provision.

## **2. Total Place in Essex**

The Essex Strategy Review 2009 identified seven key issues in Essex. These were:

- Reducing health inequalities
- Safeguarding Children and the Vulnerable
- Raising educational achievement and skills
- Improving community safety
- Strengthening communities
- Promoting sustainable economic growth
- Mitigating climate change

Initial discussions regarding a Total Place pilot took place at the Essex Partnership Forum (EPF) in September 2009 within the context of these seven issues. It was agreed by the Essex Partnership that the pilot should

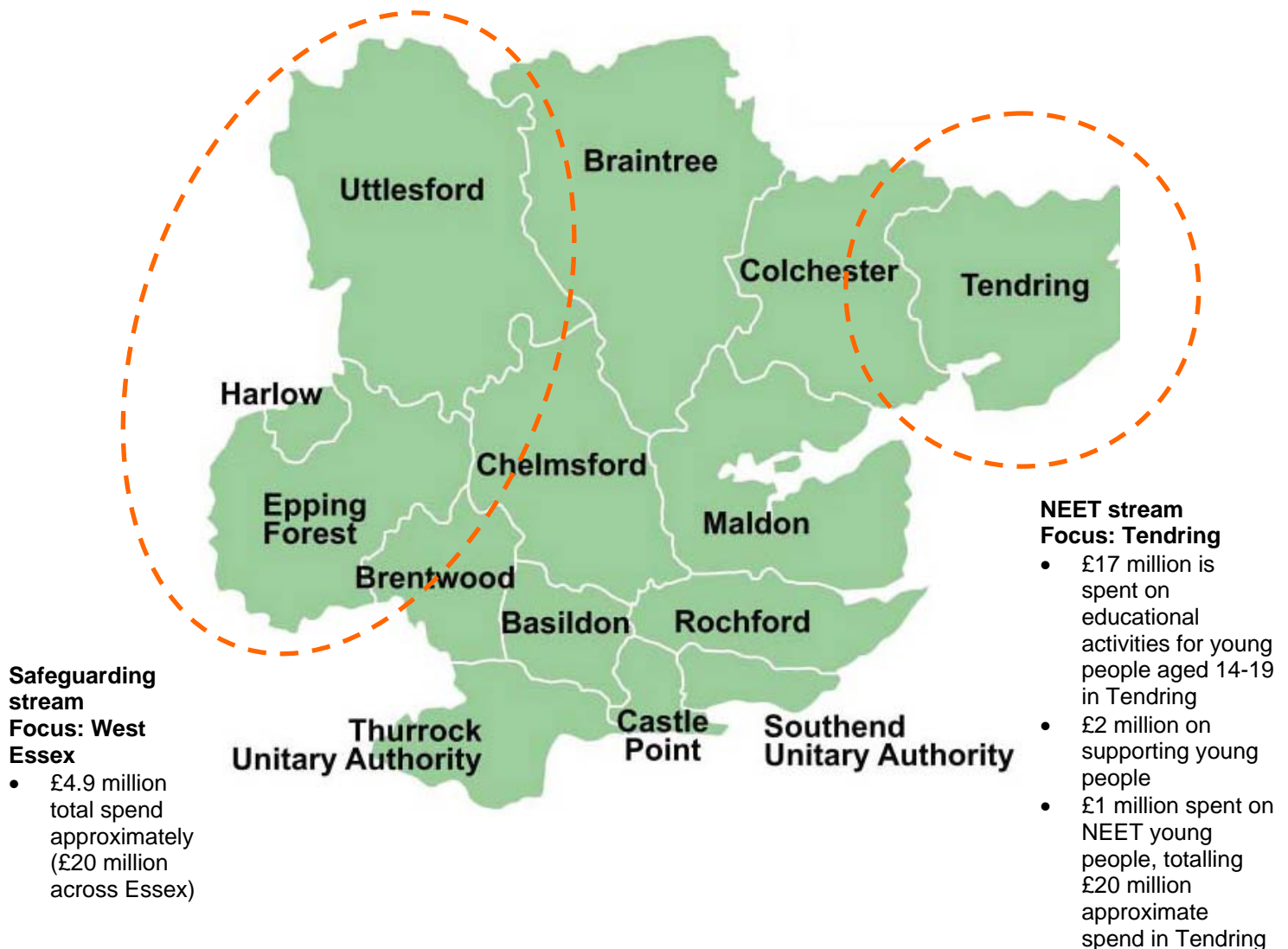
focus on two of these complex issues and these were prioritised in workshops during the EPF. There was a consensus that all partners should be engaged to deliver outcomes. Safeguarding the most vulnerable and raising educational attainment and skills were selected as key priorities for the EPF and were therefore selected for the pilot.

In October 2009 an application was made to the RIEP for £300,000 to introduce a parallel place pilot in Essex. The aims of the project were outlined as follows:

- Improve outcomes for the people of Essex against two key areas of under-performance.
- Further deepen and strengthen the relationships between partners.
- Identify options and priorities to redesign local service delivery
- Share outputs and outcomes with all partners.
- Develop the skills that will enable a successful methodology to be replicated across the Partnership.
- To maximise the services provided with the funding available
- Challenge partners, including central government agencies, to change the way they do things.

The Total Place pilot began in October 2009 with a target for completion at March 2010. At present, June 2010, both pilots are drawing to a close.

Figure 1: Essex pilots

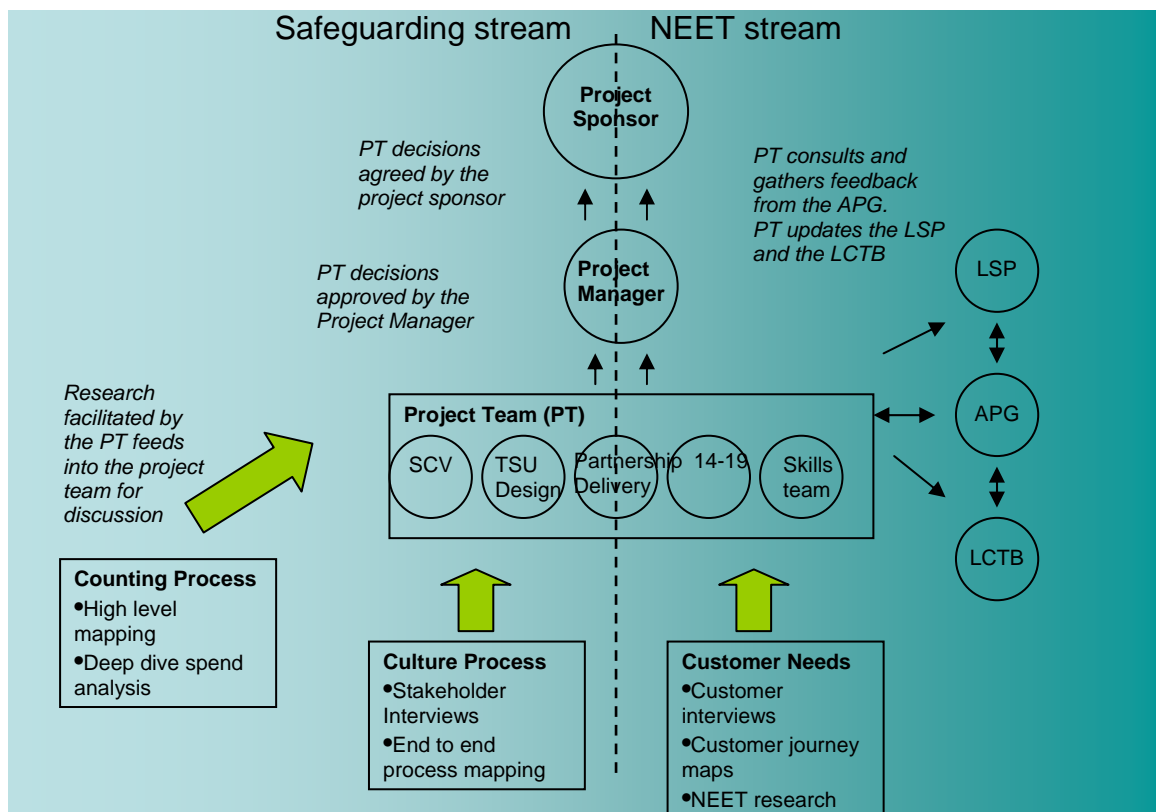


The project team was made up of internal officers from the following teams:

- Transformation Support Unit
- Partnership Delivery
- Safeguarding Children and the Vulnerable
- 14-19 team
- Skills team
- Integrated Youth Service (IYS)

Regular consultation took place with partner agencies such as the Area Planning Group (APG) in the NEET stream. The Local Strategic Partnership (LSP) and the Local Children’s Trust Board (LCTB) were regularly updated. Throughout the pilot, the Total Place project team met on a weekly basis to provide updates, discuss progress and agree actions.

Figure 1: Total Place project team



### 3. Safeguarding stream

Safeguarding the most vulnerable is considered a key issue for the Essex Partnership and Essex County Council. The pilot focused on West Essex covering Uttlesford, Harlow and Epping Forest. West Essex quadrant was selected due to the level of case referrals and timely introduction of the Integrated Children System (ICS) that was already imbedded into the process.

High level resource mapping has found that approximately £4.9 million is spent on Safeguarding across West Essex and approximately £20 million across Essex (REF: Total Place Financial Report). Essex County Council spends approximately 78% of this figure. The objective of the safeguarding pilot was not to realise cost savings but to rectify the gaps and delays in the safeguarding process, design a future early intervention model and improve inter-agency cooperation.

The Public Law Outline (PLO) process was launched in April 2008 to improve case management process. A target of 40 weeks was set for the conclusion of proceedings. According to analysis carried out by Her Majesty's Court Service Essex (HMCS) the number of cases has increased by 100% in the last two years; this could be down to the raised awareness of safeguarding across the public and partners. Last year, only 20% of court proceedings met the 40

week target (REF: HMCS Judge cited in the Safeguarding Process Review Report issued May 2010).

Picture 1: Safeguarding Conference 30 March 2010



The project team undertook detailed research in to the Safeguarding process in West Essex to fully capture the end-to-end Safeguarding process which includes early intervention and prevention, pre-proceedings and proceedings. These were facilitated by ECC and partners (See Safeguarding Process Review Report issued May 2010 for more details). The project team undertook

stakeholder interviews and mapped the 'as is' process. The findings and the as is process were then shared with stakeholders through a Safeguarding conference. This provided an opportunity for partners to network and share information regarding their service through a 'speed dating' style activity.

Picture 2: Safeguarding Conference 30 March 2010



The research revealed the following findings:

- The service is delivered in silos by ECC and partners
- There is an increased workload due to staff vacancies and an increased use of agency social workers which has had a knock on effect for collaborative working with partners

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- Social care staff are affected by the following issues: training, staff turnover and insufficient line manager support (See Safeguarding Process Review Report issued by the TSU Design team May 2010).

The research has shown that more effective partnership working is required to deliver an improved service. Partners do not have an adequate understanding of their role within the safeguarding process and the Common Assessment Framework (CAF) is not routinely used. The CAF form is deemed comprehensive and too long by all partner agencies who worry about their capacity and prefer using their own referral forms or Inter-Agency referral forms for Social Care. Partners do not understand the purpose of the CAF process, which explains why partners use the CAF in 1 out of 5 instances.

There was a noted lack of attendance by ECC social care and education teams in meetings created to improve a more joined-up service. This adds a time delay into the process as updates are sought outside of the scheduled meeting. ECC were criticised for not providing effective communication or keeping partners updated with changing processes.

A re-design model was based on best practice and recommendations from the interviews. The project team created a future intervention and prevention model that shows levels of Social Care and partner intervention through the four levels of children and young people's vulnerability and need (e.g. universal, complex, vulnerable and acute). The main purpose of the model is to show that a more effective service should be delivered at the early stages of intervention so less resource will be required at the higher level of need. This model can be shared with partners and used as a tool for understanding a multi-agency approach to the assessment and referral process.

### 3.1 Considerations

There are a number of areas for consideration the project team collated throughout this review. These are grouped in 6 categories:

- Training:
  - To provide cross-agency training on the Common Assessment Framework processes and practices.
  - To address Social Care and partners PLO training needs;
- Commissioning:
  - To ensure sufficient resource of experts for proceeding and pre proceedings within appropriate timeframes and to required standards and independence (Mental Health, CAHMS etc.);
  - Imbedding an Early Intervention Model and Risk Group Commissioning Model across all partners.
- Management Control:
  - To fill all active social worker vacancies and to reduce turnover;
  - To address staff morale and confidence in their role;

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- To match social worker pay rates in Essex with pay rates in London Boroughs.
  - Workflow:
    - To improve hospital pre-discharge planning;
    - Increase use of Family Group Conference service;
    - To revise SLAs between ECC Legal service and Social Care.
  - Generic Quality assurance:
    - To quality assure social workers paperwork including paperwork released to Children's Legal service;
    - To recruit a Practice lead (PLO Coordinator(s)) whose role is to support social workers during rollout of the redesigned process, quality assure and monitor plans, and maintain a Legal Tracking System.
  - Partnership working
    - To establish a Partner Working Group (re NI200) to review and improve current working practices;
    - To enhance provisions through cross-agency information sharing;
    - Social Care to commit resource for attendance of the Local Partnership meetings and implement actions (West Essex Children's Trust Board and MARAC);
    - Partners to adhere to the defined list of their roles and responsibilities
    - Social Care and partners to encourage proactive partnership working in order to fill early intervention and prevention gaps.

The majority of recommendations are medium term and could be implemented over a 3-6 month period. Upon the sign-off of the considerations, implementation is expected to commence in the West Essex quadrant. The pilot's considerations will be replicated across the remaining quadrants once initial analysis and testing of the main factors are carried out locally to ensure suitability.

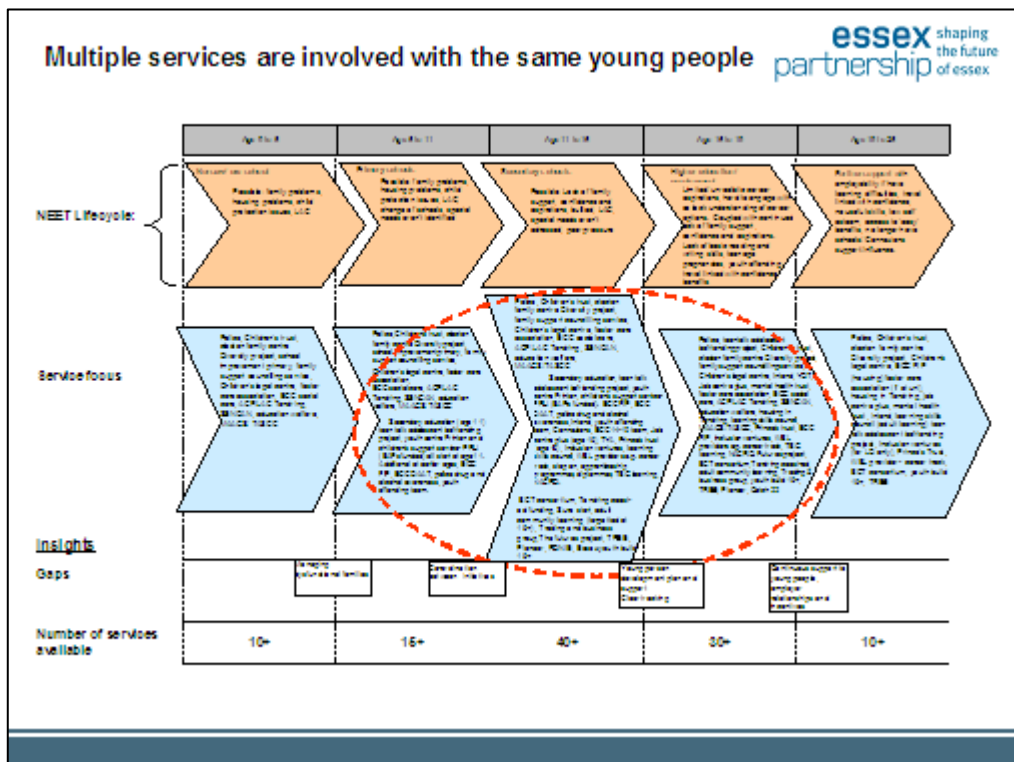
## 4. NEET stream

Currently, the level of NEET young people across Essex is 6.9% (March 2010), compared to an England average of 6.4% (February 2010). The pilot focused on Tendring as the area has the highest percentage of NEET per population size in Essex at 13.6% (March 2010). Tendring also faces a number of economic challenges, such as low skills and unemployment, fewer large employers and poor transport. High level mapping has found that approximately £17 million is spent on educational activities for young people aged 14-19 in Tendring, £2 million on support for young people with approximately £1 million spent on NEET young people (Total Place Financial Report).

The Area Planning Group (APG) was an existing partnership group of local Headteachers, their deputies and providers in the area, therefore local partners were consulted through this group. The APG is attended by Headteachers and the APG Subgroup by Deputy Heads. Meetings with the APG were held approximately every six weeks. The Local Strategic Partnership (LSP) and the Local Children's Trust Board (LCTB) were updated regularly by the project team and the APG.

Detailed and varied research was undertaken by the project team including stakeholder interviews and focus groups with NEET young people. A findings report, process maps and customer journeys were shared with partners.

Figure 3: Services involved with young people in Essex



A

list of potential causes for the high level of NEET in Tendring was agreed between the project team and the APG and research was collected to prove or disprove hypotheses in the following areas:

- Economic factors
- Social factors
- Training and education provision
- Access to services and support

The project team oversaw a literature review of policy responses and a latent class analysis of NEET young people in Essex by the University of Essex. The team facilitated focus groups with over 200 young people across Essex with ImpAct Universal. The interviews concentrated on young people's experience of school and post 16 education, employment or training (EET) as well as their aspirations. NEET best practise research was also conducted by the project team.

## 4.1 Summary of NEET research findings

Report	Outline	Findings	Recommendations
NEET Interview Findings	Interviews with local stakeholders	<ul style="list-style-type: none"> <li>• Deprivation in Tendring can be related to 2<sup>nd</sup> and 3<sup>rd</sup> generation of 'benefits culture'</li> <li>• Post-school support has to be sought rather than a planned event</li> <li>• Measures of success through to employment are not recorded effectively</li> </ul>	<ul style="list-style-type: none"> <li>• Early intervention at primary school or earlier is required</li> <li>• A single point of contact for support for secondary school pupils</li> <li>• A single point of contact with employers</li> <li>• Funding should be aligned to a single strategy agreed by all partners</li> </ul>
14-19 Tendring Area Review	The report identifies the current education and training situation in Tendring for young people aged 14-19	<ul style="list-style-type: none"> <li>• Achievement levels are low in Tendring compared to the rest of Essex, 44% of students are not achieving 5 A*-C qualifications</li> <li>• Large numbers of students post 16 apply for one year courses or drop out of education completely</li> <li>• There is limited level 3 provision within the district</li> <li>• Low numbers of young people take up apprenticeships and E2E (4% respectively) although this is not significant compared to other districts in Essex</li> </ul>	<ul style="list-style-type: none"> <li>• Level 1, 3 and vocational curriculum should be expanded</li> <li>• Increase in shared provision</li> <li>• Improve alternative education provision</li> </ul>
Best Practice: NEETS	Initiatives by other local authorities to tackle NEET	<ul style="list-style-type: none"> <li>• Manchester- Connexions zero tolerance of NEET- no young person considered 'not available'</li> </ul>	

		<ul style="list-style-type: none"> <li>• Barnsley, Hull- Common application process</li> <li>• Kirklees- Summer Further Education (FE) programme to support transition from schools to FE</li> <li>• Data sharing agreements with FE and training providers so young people are tracked</li> </ul>	
Latent Class Analysis	Research into the broad typologies found among the NEET population across Essex	<ul style="list-style-type: none"> <li>• All NEETs are in the lowest quartile for educational achievement</li> <li>• 33% are not from the most deprived group in the sample</li> <li>• For 40% there is a combination of a highly deprived background and persistently low educational achievement</li> <li>• 60% demonstrate a fall in education attainment which is not associated with any social problems</li> </ul>	
Factors Affecting NEET in Essex	Analyses were based on an extraction from the Connexions "Profile" database of those aged between 16 and 18 on 31st March 2009 and amounted to 41,402 records	<ul style="list-style-type: none"> <li>• Out of those awaiting training, 83% were living in Tendring or Colchester</li> <li>• Tendring had the highest proportion of its residents with no September Guarantee offer (6.6%)</li> <li>• Being from a black or minority ethnic background reduces a young person's risk of becoming NEET by nearly a half (with all other things being equal)</li> <li>• Being a young carer increases the chances of becoming NEET nearly 10 fold</li> <li>• Being homeless doubles young person's chances of becoming NEET</li> <li>• Being in receipt of Free School Meals was not found to be significant, mainly due to the strong correlation between NEET and the Child Wellbeing Index (CWI) indices</li> <li>• Attainment prior to GCSE was not found to be a significant risk factor for NEET. This was thought to be because of the strength of the relationship between GCSE score and NEET</li> <li>• According to the statistical model, for every one point</li> </ul>	<ul style="list-style-type: none"> <li>• To further understand how variables are collected, measured and interpreted in order to get draw the best possible inferences of the data.</li> <li>• To work more closely with the partnership and bring on board data experts to aid more accurate analysis.</li> <li>• To include further data sets such as the post-16 YPLA data.</li> <li>• Move to more up-to-date data in order to check the assumptions of the 2009 model and to further develop it.</li> <li>• To start to look at variables at different stages of a child's life to determine where the risks occur and how they may be tackled. This will form part of the bigger "Risk and Resilience" work within the Council</li> </ul>

		increase in GCSE average score, the risk of NEET dropped by around 10%	
Tendring Hypothesis Research	<p>Research into the hypotheses agreed by the APG. These hypotheses are factors that might impact on a young person and result in them becoming NEET. These areas were identified as:</p> <ul style="list-style-type: none"> <li>• Economic factors</li> <li>• Social factors</li> <li>• Training and Education provision</li> <li>• Access to services and support</li> </ul>	<p><b>Economic factors- True</b></p> <ul style="list-style-type: none"> <li>• Tendring's economy (56.36) is smaller than the county average (124.91) with a higher level of unemployment than average (In the top 40% of districts nationally)</li> <li>• Low skill levels (405/407 nationally on the skills and qualifications score by Local Future Group)</li> <li>• 12.5% of employees travel into the district to work</li> <li>• High number of small employers making 14-19 engagement a challenge</li> </ul> <p><b>Social factors- True</b></p> <ul style="list-style-type: none"> <li>• Social problems and deprivation can have an impact-8% have experienced social problems and 2/3 are from deprived backgrounds</li> <li>• Parental influence and involvement has the biggest impact on a young person's achievement</li> <li>• Being a teenage parent is the most significant factor in causing a young person to be NEET. In Tendring, a young person is 28 times more likely to be NEET if they are a teenage parent</li> </ul> <p><b>Training and education provision- True</b></p> <ul style="list-style-type: none"> <li>• Attainment falls most rapidly behind that of other districts when young people start secondary school</li> <li>• Training and education does not equip young people for local jobs</li> <li>• Level 3 provision is not sufficient</li> <li>• Reducing level of absenteeism and exclusions will have a positive impact on NEET levels</li> </ul> <p><b>Access to services and support- Partially True</b></p> <ul style="list-style-type: none"> <li>• Currently there is no single system to track young people</li> </ul>	<p><b>Economic factors- True</b></p> <ul style="list-style-type: none"> <li>• Improve employer engagement and apprenticeship opportunities and provide increased support to those on apprenticeships</li> </ul> <p><b>Social factors</b></p> <ul style="list-style-type: none"> <li>• Target support for vulnerable groups and improve early intervention</li> <li>• Continue to develop parenting skills</li> <li>• Improve support for teenage parents</li> </ul> <p><b>Training and education provision</b></p> <ul style="list-style-type: none"> <li>• Refocus of vocational courses to match local business sectors</li> <li>• Improve data sharing and monitoring so that young people can be identified when they are at risk</li> <li>• Focus on increasing level 2 attainment at GCSE</li> </ul> <p><b>Access to services and support</b></p> <ul style="list-style-type: none"> <li>• Connexions should be seen as a wide-ranging and</li> </ul>

		<ul style="list-style-type: none"> <li>Support services should be available flexibly</li> </ul>	flexible service
ImpAct Universal: Interview Findings	Findings from interviews with over 200 young people across Essex	<ul style="list-style-type: none"> <li>Lack of desired courses or jobs and a lack of qualifications prevented young people from engaging in EET</li> <li>Young people do go to Connexions for career advice (around 40% in a multiple response question)</li> <li>Lack of support from teachers at school reported, particularly if a young people had problems at school</li> <li>60% young people felt there were no alternatives other than college or employment when they left school</li> </ul>	<ul style="list-style-type: none"> <li>Review and improve the type of IAG offered to young people</li> <li>Budget and money management training should be introduced</li> <li>Improve support mechanisms at school</li> <li>Consider using all forms of communication including social networking sites</li> <li>Young people need to see the significance in applying for jobs or training. A culture change needs to take place. Suggest peer mentors already in E2E to encourage young people to take ownership.</li> </ul>

The hypothesis findings and the report by ImpAct Universal were discussed in detail at two stakeholder workshops with key operational leads. Quick wins, recommendations and actions were agreed at the meeting and are summarised below. The recommendations are to be shared with the LSP and the LCTB for approval. Stakeholder workshops will then be held in over the summer 2010 to share the research and re-design.

## 4.2 Quick wins

- Connexions will carry out an exercise to interview 50 young people who are currently NEET
- Connexions will use this evidence to form a base line for common practice in future trend monitoring and early recognition of NEET behaviour
- OCN 'step up' post 16 course from September
- September – October short courses extended to focus on employability skills
- Focus on 3 key employment opportunities: Retail / Hospitality & Catering / Health & Social Care. Link with 60 companies to develop entry to employment via vocational centre
- 'Working Right' pilot with 5 young people. This is a 6 month positive reinforcement programme leading to Further Education or apprenticeships
- Use LAA2 money to purchase bespoke training with Connexions
- Develop a Sustainable Transport Strategy that links to education and training provided in Tendring – May 2010
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- Sharing name level data has made schools even more aware of issues relating to why young people become NEET
- New vocational training centre for young people in basic construction skills has been established in Clacton to support 30-40 young people pa June 2010 for young offenders run by Essex Youth Build
- Funding to teenage parents will be targeted in the Tendring area
- New employer group opportunities focusing on engaging and building links with employers
- Developing summer courses
- Sharing NEET named level data of 2010 year 11 leavers with schools
- Review Raising English and Math attainment – similar pilot in Tendring
- Developing a collaborative approach to school improvement

### 4.3 Recommendations Summary draft

(See Total Place: Recommendations and Actions for more details)

Hypothesis	Recommendations	Actions
<b>Economic</b>	1. Review the APG terms of reference to provide a robust focus group: <ul style="list-style-type: none"> <li>• Coordinate a future business plan (minimum 2 years) to inform commissioning based on the business need</li> <li>• Agree report template for skills shortages</li> </ul>	<ul style="list-style-type: none"> <li>• Set up a bespoke focus group through APG</li> <li>• Focus group to work in collaboration with Federation of Small Businesses (FSB), LSP, Haven Gateway and LTCB</li> </ul>
	2. ECC to provide a more robust labour market database for recruitment: <ul style="list-style-type: none"> <li>• Sharing data through Connexions, the skills team with Tendring DC and BCT</li> <li>• Conduct research into the destination of the current 18yr cohort</li> </ul>	<ul style="list-style-type: none"> <li>• Develop business links between ECC and FSB who continually update on business requirements</li> <li>• FSB to work closely with business link champions to engage young people</li> <li>• Developing a single labour market database</li> </ul>
	3. Provide a robust package for employers	<ul style="list-style-type: none"> <li>• The '60 Essex Apprenticeships for Tendring' pilot which offers apprentices in retail, hospitality and catering plus health and social care sectors in Tendring, will provide insight into the business incentives required to encourage and sustain apprenticeships</li> <li>• ECC to work with the Job Centre + (JC+) to understand the financial benefits on offer to 18-19 yr olds for attending programmes and ensure</li> </ul>

		<p>benefits are realised for young people and employers</p> <ul style="list-style-type: none"> <li>• Link with opportunities in hospitality/retail care and others for marketing material for September courses</li> </ul>
	<p>4. ECC to develop a robust package for young people with a strategy and implementation plan approved by the APG focus group</p> <ul style="list-style-type: none"> <li>• Targeted market planning for young people using business intelligence and identifying success factors</li> <li>• Career education to have a stronger link with employment opportunities through Connexions</li> </ul>	<ul style="list-style-type: none"> <li>• APG to facilitate alignment of all course events, apprenticeships as a single calendar of events for young people</li> <li>• Strengthen young people employability focus</li> <li>• Parent awareness on job opportunities</li> <li>• Bring industry to life in schools</li> <li>• Monitor current apprenticeship outcomes using LSC current data</li> <li>• Monitor the '60 Essex Apprenticeships' in Tendring initiative</li> <li>• Sign up to 'Employability for Life Charter' in schools</li> <li>• Provide basic employability skills at key stage 3 – 4 to : Develop 'pathway to employment' in schools, Develop 'World of Work' programmes, Initiate 'Make a Profit with a Tenner' programmes and Initiate 'Young Enterprise' events</li> </ul>
<b>Social</b>	<p>5. There must be continued support through social care, linking in with market research and business intelligence.</p>	<ul style="list-style-type: none"> <li>• The stakeholder group will examine the Connexions records of 300 Tendring individual young people in June 2010, to further identify why they 'dropped out' of further education and to identify any social elements which may have influenced their decisions. This is aligned to a similar exercise in the Braintree data analysis.</li> </ul>
<b>Training and Education</b>	<p>6. Courses must be more flexible:</p> <ul style="list-style-type: none"> <li>• Flexible start dates for students / taster sessions / early interviews on appropriateness of courses</li> <li>• Improvements in pastoral support for young people is required</li> <li>• Entry requirements need to be appropriate to the needs of all young people</li> </ul>	<ul style="list-style-type: none"> <li>• Build on the Clacton Consortium model where Headteachers agree to provide joint provision of education for young people, covering all of Tendring</li> <li>• APG to work with Colchester Institute to review entry level criteria</li> <li>• Further work will be undertaken with Connexions individual data</li> </ul>

		<p>to understand what provision is required for the cohort who have a level 2 qualification</p> <ul style="list-style-type: none"> <li>• Reducing the level of absenteeism and exclusions in primary and secondary schools by referring to the Behaviour and Attendance Partnership (BAP) through the LAB model in Clacton.</li> <li>• Build on plans to formally link BAP to APG</li> </ul>
	7. YPLA must insist Post 16 providers deliver EET outcomes as part of an agreed contract for funding.	<ul style="list-style-type: none"> <li>• Reviewing the current agreements between Post 16 providers and Connexions, recording the responsibility to advise Connexions when young people 'drop out'. Connexions must be informed when young people drop off courses (or when they are not engaging in the courses provided) to ensure early support back into EET</li> <li>• Link with JC+ to track NEET into unemployment</li> </ul>
	8. Key workers who are responsible for providing pastoral support should be in place post-16 to assist young people who may be considering leaving education or training.	<ul style="list-style-type: none"> <li>• APG to chair a conference for middle managers and Headteachers on career education and IAG in Tendring</li> </ul>
<b>Access to Services and Support (To follow)</b>		
<b>Other</b>		<ul style="list-style-type: none"> <li>• The stakeholder group will investigate the Fisher Family Trust data based on primary and secondary young people which is held by the 14-19 Data team to identify ways to improve the level of attainment in primary and secondary schools</li> <li>• Compare 5 yr 'named' Job seeker allowance claimants with 5 yr Connexions - via achieving economic wellbeing group</li> <li>• Further events for parents and young people with a clear marketing campaign to include Tendring District Council and relevant business partners</li> </ul>

## 5. Successes

- Improved partnership working

Total Place has resulted in a culture change with regards to partnership working. Previously within the Safeguarding process, partners would rely on informal personal relationships. Through the pilot, partners were able to network and develop an understanding of the overall process involving many partners

Now, partners are being pro-active in working together to improve the way things are done. For example, in West Essex, the HMCS manager, CAFCASS manager, police child abuse investigation manager, social care manager and safeguarding manager have suggested regular meetings to improve the way things are done. With the NEET stream, the APG have agreed to sign up to a common application process post 16 across schools, something which had been discussed for a while but without urgency. Headteachers have recognised the importance of finding new ways of working together, realising that careers education in schools has not been a high priority and there needs to be closer collaboration and joint provision of education across Tending.

Partnership working in the NEET project has presented more challenges, for example when gathering data. This could well be because there is a statutory process in place for Safeguarding with partners involved in this process. With NEET, there is no obligation for partners to work together. Therefore it will take more time to improve relationships. However, the relationship with the APG has improved as they have been brought into the process and regularly consulted throughout the project. Partnership working has also improved between teams within ECC with the NEET project. Operational leads now feel more in control of the project and are actively participating in decisions.

- Stakeholder and customer engagement

Interviews with all relevant stakeholders were effectively carried out by the TSU team. To ensure that all appropriate stakeholders were interviewed each interviewee was asked to recommend who needed to be interviewed so that all relevant parties were included in the process. With the NEET stream, there were a few who weren't as well engaged by this process as they could have been which would have paved the way for better partnership working in the later research phase.

In the NEET stream, over 200 young people took part in focus groups led by ImpAct Universal. However, the target number of young people for the focus groups was much higher. Although incentives were offered and sessions adjusted to be part of existing events there needs to be a revised approach to engaging with a disengaged and hard to reach group such as NEET young people. This approach was dependant on the young person's willingness to

take part and in future research should be carried out as part of the operation of existing services and with greater assistance from partners.

- Communication of progress

There have been regular updates to partners and stakeholders who were interviewed as part of the pilot. A dedicated Total Place page was created on the Essex Partnership Portal online. Research was uploaded on to the website and a designated web address was also created. A Total Place newsletter was regularly sent out giving updates to partners.

With the Safeguarding stream, the TSU Design team sent an update approximately every six weeks to all interviewed stakeholders, keeping them informed of progress on the pilot. With NEET, regular updates were provided to the APG, LSP and LCTB. This enabled the APG to link effectively with Tendring District Council, the LSP and LCTB.

## 6. Challenges

- Understanding and accuracy of costs

Defining the scope of the Total Place pilots created a number of issues. For example, it was difficult to create high level service mapping of safeguarding in Essex because Safeguarding is an umbrella term and has a variety of definitions depending on the organisation.

With the NEET project, it was difficult to ascertain funding that was allocated to NEET young people alone, and not including young people overall. It is very hard to quantify because any spend on a young person could potentially prevent them from becoming NEET, making all services aimed at young people in scope. Organisations record information in different ways (REF: Total Place Financial Report) and it was often the case that a young person's NEET status was not recorded at all. This made it difficult to obtain a single figure for NEET spend in Tendring.

The financial mapping indicates that approximately £4.9 million is spent on Safeguarding in West Essex, however there is uncertainty over the accuracy of £3.5 million of this figure. It was difficult for some organisations to identify exactly how much they spent on Safeguarding. With the NEET figures, there remains uncertainty over £2.4 million (14%) of the figures. Not all partnership agencies were responsive to requests for data.

Cost benefit analysis has not been conducted on current NEET projects. This could be linked to a lack of success rate recording. Property costs have also not been included in the mapping process. This has made it challenging to identify and back up with evidence those areas that can be removed, reduced or increased.

With the NEET stream, spend data has not been released due to concern over accuracy. It has therefore been difficult to gain a true picture of spend as partners have not been engaged in assisting ECC in the development of the spend analysis.

- Involvement of partners

With the NEET stream, existing partnership frameworks like the APG and the LSP have been used as a tool to involve partners. These frameworks were used to update partners and to gather feedback. Other stakeholders such as E2E providers have been consulted through stakeholder interviews. However, it is believed that existing partnership frameworks will be consulted first with the re-design model, and their agreement sought before other stakeholders are engaged. Total Place emphasises the importance of collaborative partnership working however by continuing to present information from the top down it is possible partners will not be fully engaged in the process.

## 7. Recommendations

The pilots in Essex have followed Total Place principles and successful partnership working has resulted in an improved process and re-design plan. High level and deep dive spend mapping has taken place, an understanding of culture has been established through stakeholder interviews and also through the pilots themselves. Customer insight has been gained through interviews with young people in the NEET stream and through stakeholder engagement.

As with all pilots there are a number of learning points that should be taken into consideration for future Total Place projects. This report makes the following recommendations:

- Need for consensus over the overall objective of Total Place

There needs to be further discussion around the overall objectives of Total Place and the most effective approach to achieve this. For both streams, cost saving was not a key objective. Instead the aim was to improve the process or service by maximising current spending. A key aspect of Total Place is to realise efficiency savings. In the current economic climate and in light of ECC's Transformation programme, Total Place initiatives must adopt cost savings as a key objective in order to be seen as a practical solution to wicked issues.

Further discussion is needed regarding the suitability of Total Place to defined timeframes. Both pilot streams were identified as Transformation projects within ECC and were therefore six months long. However, both projects have overrun. This can be related to the length of time required to engage partners. In particular with the NEET stream, detailed research has taken place over the past six months at the request of the APG, LSP and LCTB. Further research, specifically with NEET young people, has been discussed with the APG and LSP and this will add further time to the project. It is believed however, that this research will improve relationships between ECC and its partners which is essential for the success of the project.

There needs to be further discussion to establish the importance of timescales and creating effective partnership and how the tension between the two can be balanced. It is likely that a project which could have significant long term social and financial benefits will take time to develop given its complexity and the need to fully engage partners, service users and frontline staff. It takes time to build trust and commitment and develop relationships between partners. It should be recognised that this needs to be proactively built and requires significant effort to be achieved potentially making it unsuitable for short and fixed timeframes.

An approach to further involve partners outside of ECC frameworks should also be developed so that they are actively involved in the re-design process and not through consultation only. This is essential if collaborative partnership working is to be created and cost savings are realised across partners.

- Cost benefit analysis of the existing service is essential

Detailed evaluation of the existing service or process is vital in order to be able to effectively reduce those areas that are not working and increase those that are. Measuring the impact and value of spend on activities is essential in order to realise efficiency savings. Current activity should be mapped across partners and evaluated in relation to its impact on service users and success rates.

- Acceptance level required for accuracy or spend after an agreed period of time

It is likely that identifying accurate spend data across partners on wicked issues will continue to be challenging. An agreed process needs to be put in place where a level of spend accuracy is accepted after a certain period of time and recommendations made to reduce or increase services based on this information. Spend data should be released to partners without caveats so that they can assist ECC with the accuracy of the data.

- Clear timescales and deliverables

Clear objectives and timescales should be agreed at the start of the project and be articulated to partners and a project plan created and circulated to partners on a weekly basis. A cost-benefit tool should be created to aid decision making when unexpected possibilities are introduced, such as further research, which might impact on timescales.

- Further develop trust with partners

In order to achieve successful partnership working, ECC needs to develop trust between partners. To achieve an effective customer centric service, all partners must work together and be willing to share data with ECC taking the lead. ECC and its partners must be able to share information, in some cases confidential information, for Total Place to be a success.

- Clear roles and responsibilities for the project team

Future project teams should have more defined roles and responsibilities and a clear communication structure and decision making process should be in place. The success of Total Place depends on buy-in from internal teams as well as from partners. Terms of reference for the project team and a document outlining individual roles and responsibilities should be agreed by all partners at the start of the project and referred to and updated throughout the project.

## 8. Next steps

The March 2010 Treasury report into the thirteen pilots found that Total Place had been a success. By putting local government and its partners in the driving seat for change, real savings have been identified through the approach. There were a number of common challenges that were identified throughout the pilots relating to cultural, organizational and capability issues. These were similar to the issues that were identified in the Essex pilots and indicate that these are common challenges to all and can be overcome through the sharing of best practice. The future of Total Place as a brand is uncertain however Total Place thinking is likely to continue with the new coalition government, perhaps with a different badge.

Total Place should not be seen as another government initiative or a process that is local government led. It should be promoted to all as an opportunity to challenge traditional practice and 'think outside the box'. Total Place principles should be embedded into all agencies to increase collaborative partnership working.

The success of Total Place is dependant on local leadership and buy in from partners. Direction and strategy is as important as collaboration with partners. To improve services for local people and ensure that resources are used in the most effective and efficient manner, the cultural shift of Total Place needs to take place at all levels to challenge current ways of working.

Essex County Council is currently evaluating other projects across Essex to introduce Total Place methodologies in order to maintain public value in services. Projects will be selected carefully so that the methodologies of Total Place can have the most impact on services to maximise the benefit to local people.

## 9. Appendix

### Total Place

[Total Place: A whole area approach to public services \(Treasury Report March 2010\)](#)

Total Place: A whole area approach to public services (Treasury Report) ECC Summary

### Safeguarding Stream

[Safeguarding Process Review](#)

### NEET Stream

[NEET Interview Findings](#)

[NEETs Best Practice- Summary of Local Authority Case Studies](#)

[NEET Best Practice- Case Studies](#)

[Latent Class Analysis of NEET young people in Essex by the University of Essex- Full report](#)

[Research into the causes of NEET young people in Essex by the University of Essex - Summary](#)

[Research into the causes of NEET by the University of Essex](#)

[LSC 14-19 District Overview](#)

[Barriers to Business Growth Survey for Tendring LSP](#)

[Local Futures Place Profiles- Tendring Summary \(Feb 2010\)](#)

[14-19 Tendring Area Review](#)

Factors Affecting NEET in Essex

Hypothesis Research

Stakeholder workshop report (To follow)

Interviews with Young People Final Report (To follow)

Interviews with Young People: Lessons Learned Report

