

The involvement of colleges in the Total Place pilots



Research

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1. Executive Summary

The importance of Total Place

The Total Place initiative, established in 2009, required local authorities and local strategic partnerships in 13 pilot areas to look at new, coordinated ways of providing services for their client groups to reduce duplication and expenditure. The government in the March 2010 Budget made a commitment to further development of the Total Place approach. The new ways of working pioneered by the pilots are to be replicated in all areas across England. The best performing authorities will be supported to go further and faster with new far reaching freedoms through a single offer. A much wider group of local authorities and their partners will be encouraged to pioneer new approaches in policy areas where they are strongest via devolved responsibility. This approach is widely predicted to survive the outcome of the general election.

Total Place presents a new and unique opportunity for colleges¹ as recipients of significant public funds to become part of a coalition of effort around key priorities, contributing strategically to the development and shaping of their communities.

Colleges have a track record in providing solutions to local problems, are responsive to changing regimes and requirements and are used to working in partnership to deliver community-based services. Colleges need to promote their track records, as deliverers of high quality solutions to secure a seat around their local top table and be recognised as important strategic partners. Engagement in Total Place offers colleges four potential positive outcomes: financial, reputational, freedoms and flexibilities, and expansion of influence.

The implications for colleges: findings from our work

Colleges have varying student catchments, from very locally based Sixth Form Colleges through to the regional and national recruitment of students for larger FE Colleges. The 13 Total Place pilot areas reflected different structural definitions of the geography of localism: a single urban borough, groupings off several unitary, county and district authorities and a city region. The planning and funding arrangements now established by the Skills Funding Agency (SFA) and Young Peoples Learning Agency (YPLA) reflect yet more and different regional and sub-regional geographical groupings of local authorities.

There is unlikely to be a single ideal model for engagement of colleges with local public and private sector partners that will fit well with these very different geographies. However, current models of engagement appear, at least in general terms, to lack impact – as evidenced by the comparative lack of involvement of colleges in Total Place to date. *Each college should determine explicitly the geographic and interest communities that it serves and how it can most effectively respond to these, individually or in partnership with others.*

Total Place and other changes, including the machinery of government changes and the ‘duty to promote economic and social well being in the community’, signal a shift in accountability and leadership styles. College leaders may be expected to be less protective of their own institution and broaden their responsibilities beyond the College to their community, their “place”. The changing institutional and policy environment is leading to a new concept of a collective local leadership group that manages the totality of public sector services in a defined locality. *College principals and governors need to assess the implications of changing accountability and ‘locality management’.*

¹ The main focus of the research was on the role specifically of FE colleges. Therefore the findings refer to colleges. However, the implications will apply to the range of learning and skills providers.

Changes to systems and structures are also required. The strategic challenges arising from the new emphasis on place include one to the mission, values and educational character of the College. Many colleges include values and aims in their mission statement which embrace inclusion, community engagement and working in partnership. *Governing bodies will want to reflect on how well they achieve these aims in relation to the Total Place agenda.*

Another challenge is one of time. All colleges which contributed to this project recognise that participating in local collaborative working and presenting the college to local stakeholders is time consuming for principals and senior managers, and also for college governors. The Total Place initiative may inevitably (but unwisely) be seen simply as yet another local partnership requiring time that is not available. *Colleges should review their partnership priorities and the personnel (including governors) available to work successfully with key partners.*

Partnership working is often seen as expensive as well as time-consuming. Recent financial settlements currently dominate decision-making. The temptation to retrench and focus on the College's core mission rather than broadening its role in the community is understandable when future funding prospects are insecure. *Colleges need to recognise the potential financial implications of the Total Place approach in their area and be involved in influencing the decision making.*

Given that the Total Place approach to place shaping appears likely to continue, Colleges will need to address the actual and perceived barriers to high level local strategic engagement if they are not to suffer continuing under-representation in their local strategic fora – and consequently a more uncertain future. *Colleges may wish to formalise their collective representation locally in order to facilitate local dialogue between the FE sector and key strategic partners to maximise the cost effectiveness for Colleges in place shaping engagement.*

Next Steps for colleges

It is recommended that colleges seek greater involvement in the next phases of Total Place and other place-shaping developments. Equally, we believe that local authorities and other key strategic players should seek more engagement with their local colleges. We recommend college leaders and governing bodies consider the following questions:

Do you believe that Total Place approaches to local place-shaping represent more of a threat or more of an opportunity for your college? Have you reviewed the possible financial implications as well as the potential issues of accountability?

What is happening in your area towards Total Place? How will you ensure that your college is fully engaged in local developments?

How far is your college recognised as a local strategic contributor? What evidence indicates this? What more can you do to ensure recognition of the college's contribution to your place?

What geographic and interest communities does your college serve? Have you reviewed your mission, values and educational character in the light of the new localism agenda?

Have you recently reviewed your current strategic and operational partnership activities? What do they cost and what benefits to the college and the community do they bring?

Does your college recognise a role for its senior leadership and governors in locality management? Have you got the right people with appropriate time to develop key strategic partner relationships? Are you and other colleges in your area/sub region working effectively together to represent the FE

sector? Do you need to change this for future strategic involvement in Total Place and other 'place shaping' strategies?

LSIS and The Association of Colleges would be pleased to continue the debate on the issues arising from this report and would welcome feedback, comments and additional information from Colleges involved in Total Place areas and projects. Please contact Caroline Mager or Jenny Williams at LSIS or Christopher Duff, Richard Dimbleby or Nick Foster at AoC.

2. The Importance of Total Place for FE colleges

2.1 Policy background

“Few Government initiatives or programmes in recent years have caught the imagination like Total Place. National and local politicians, the Town hall and other local public agencies, commentators and journalists have all adopted the agenda with a surprising consensus. The key question is whether it lives up to the hype and whether the concept can practically be sustained”

(This quote is taken from *Greater than the sum of its parts: Total Place and the future shape of public services*, Nigel Keohane and Geraldine Smith, March 2010, National Local Government Network, www.nlgn.org.uk.)

There has been a growing political consensus that radical change in government is needed and that place is a key part of this. A central part of this thinking is that the public sector, at all levels, needs to transform its approach to innovation, putting citizens and front line staff at the heart of this transformation. All the major political parties now endorse a shift from centralised to decentralised government and affirm the significance of innovation to recovery and to efficient public service.

In 2009, the government published a series of reports (*Cabinet Office (2009) Building Britain’s Future*; *Cabinet Office (2009) Putting the Frontline First: smarter government*; *Cabinet Office (2009) Working Together – Public Services on Your Side*) calling for innovation rather than just improvement in public service reform. The reports posited a role for central government as one of responding to and facilitating innovation through a smaller and more strategic state and suggested that innovation will follow from devolving power to users and localities. However, the context for suggesting this change is imbued with tensions, especially since reversing the trend towards increased centralisation and building the capacity to make such a shift viable are to be achieved while widespread reductions in public spending are predicted. At the same time, expectations for the personalisation of services are continually rising.

The Total Place initiative was established in the spring of 2009 to develop the thinking and practice on how reform could be achieved. A ministerial programme board, chaired by the Secretary of State for Communities and Local Government includes ministers from the Treasury, high spending departments and the Cabinet Office. A high-level officials group, which includes senior officials from across Whitehall, chaired by Lord Michael Bichard, Executive Director of the Institute for Government, has overseen the early work on Total Place, in particular the 13 pilots (a list of the areas and their themes is found in Appendix 1). These pilots completed their reports at the end of February 2010 and a final report of the pilots was published in April 2010². The key recommendations from this report include:

- new freedoms for the strongest performing places under the Single Offer, which will reduce ring-fencing; reduce outcome targets, indicators and reporting; involve lighter touch assessment and reporting;
- freedoms to places that have strengths in particular policy areas under the Innovative Policy Offer which will devolve responsibility to places within an agreed delivery theme;
- a multi-agency Children and Young People’s Grant to include money for youth activities, school improvement, support for families, disabled children, and Sure Start, accompanied by opportunities for pooling and alignment of funding from partners such as primary care trusts (PCTs) and the police.
- focusing public funding interventions for regeneration on areas at risk of economic recovery and on tackling worklessness. This could be at city- or sub-regional level, as well as at local

2 *Total place: a whole area approach to public services*, HMT and CLG, April 2010
http://www.hm-treasury.gov.uk/d/total_place_report.pdf

or neighbourhood level, and will involve exploring options for co-locating local authority and Jobcentre Plus services;

- a number of measures designed to increase the effectiveness of investment, including in prevention, such as: local productivity funds in Manchester and Birmingham; innovative procurement to secure new skills, training and apprenticeships; and Invest to Save pathfinders in which Department for Work and Pensions 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 benefit;
- a commitment to a cross-sector review of improvement bodies across the public sector to integrate their offer and streamline delivery.

The government response to the pilots in the statements supporting the 2010 Budget indicates a commitment to supporting and expanding the work of these pilot areas. Extracts from the budget statements are replicated below.

“For the first time all local spending from across all local agencies is being looked at as a whole to relentlessly focus on designing services around the needs of the customer and cutting out waste and duplication, ensuring taxpayers money is being used effectively. The new ways of working pioneered by the pilots will be replicated in all areas across England; the best performing authorities will be supported to go further and faster with new far reaching freedoms through a single offer, and a much wider group of local authorities and their partners will be encouraged to pioneer new working in policy areas where they are strongest via devolved responsibility.”

“The pilots have shown that it is possible to breakdown silos to work collaboratively to improve outcomes while making savings and we now want all areas to benefit from the Total Place approach, which will help to meet the challenge of continuing to drive up standards in public services in a tougher economic climate.”

The plans for the future announced alongside the 2010 Budget are:

- **Total Place is to be rolled out across England.** All areas will be expected to play their part, and will benefit from the freedoms outlined which build on Smarter Government commitments to de-ring-fencing (a further £1.3bn on non-schools funding), streamlining funding streams (from 110 to 94 - a decrease of 15 per cent by 2012–13) and reducing bureaucracy.
- there will be radical new freedoms for the strongest performing places - the Single Offer. High-performing local authorities with a strong track record will be encouraged to negotiate with central government for more far reaching freedoms under a Single Offer that will fundamentally and radically redesign their relationship with Whitehall. This could see a further significant reduction of ring-fencing for local authorities and their partners; agreeing a smaller number of targets with assessment and reporting focused only on these; radical simplification of funding for children and young people; lighter touch and less frequent inspection. Single Offer areas will be expected to agree significant savings targets each year over and above those required for all local authorities and other public sector organisations. The first Single Offers will be implemented in April 2011.
- **an Innovative Policy Offer for all places with strong partnerships and strengths in particular themes.** Many more areas that are strong in delivery of particular policy areas but may be weaker in others will be able to reach agreements for freedoms through thematic devolved responsibility on particular services such as drugs and alcohol.
- **there will be a Total place approach at every level.** Government is committed to economic growth and inclusion for all people and places. It is now recognised that one-size-fits-all solutions

will not reach those furthest from economic opportunity. Policies to drive economic growth will also be inclusive. Some of the Total Place pilots comprised city-region and other sub-regional groupings of partners, demonstrating that the Total Place approach has the scope to deliver real benefits at all spatial levels.

- as a further response to the Total Place findings, 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, and support for families, disabled children, Sure Start and money for children and young people. It will support the government's ambition of more integrated services, bringing together providers and shaping services around the needs of children and young people.
- increasing the effectiveness of investment - 11 Total Capital and Asset Pathfinders across England will help to transform services, deliver better outcomes and support growth and inclusion effectively. The pathfinders are Cambridgeshire, Durham, Hackney, Hampshire, Hull, Leicester/Leicestershire, Leeds city-region, Solihull, Swindon, Wigan and Worcestershire.

As these changes driven by Total Place develop, Colleges will need to assess their impacts and ways in which they should seek to be engaged. In particular, it is not yet clear how the changes to the Children's and Young People's grant and the role of the Young People's Learning Agency may affect funding for colleges.

2.2 Further education and localism

Total Place builds on the focus in the public sector reform agenda on locality and the need for public services to respond flexibly to their service users - personalising services to meet the particular needs of individuals and communities. There has also been a growing recognition of the importance of local public services working together in a locality to address priorities which require multi-service responses.

The creation of Local Strategic Partnerships (LSPs) and Local and Multi-Area Agreements (L/MAAs) have provided mechanisms for enacting this cross public-sector collaboration. Colleges were not included in these groupings in many areas, with the LSC expected to represent the views and potential for contribution from the FE and skills sector). There is now an opportunity for colleges (and particularly FE colleges) to get more involved in those groupings: the Apprenticeships, Skills, Children and Learning Act 2009 gives FE colleges a "duty to co-operate... with other educational institutions, employers or other persons... in the local area". Where the FE sector was already engaged, there is the opportunity for colleges of all types to make a more significant contribution.

LSIS and its predecessor bodies have sponsored research and organised a range of policy discussions, dating back to 2007, aimed at raising debate about the growing importance of place in public policy³, and also sponsored practitioner-led research. These discussions, in particular the most recent series of three seminars entitled *The importance of being local: reframing the role of learning and skills in the strategic development of place*, held in autumn 2009, identified that FE and skills sector providers have a key role to play in delivering local priorities, given that education and skills are often central planks of strategies to address social and economic priorities, such as community cohesion, unemployment, and social mobility.

3 *FE, communities and local government – exploiting the potential*, September 2007, CEL; *Identifying the contribution of FE providers to local priorities, partners and places*, April 2009, LSIS; *The importance of being local: reframing the role of learning and skills in the strategic development of place*, Autumn 2009 - <http://www.lsis.org.uk/PolicyServices/Discussion/SeminarSeries/ImportanceofBeingLocal.aspx>; *The New Place-shaping: the new implications for leaders in the Further Education sector* (LSIS April 2009).

The new statutory duty from April 2010 for colleges “to have regard... to the objective of promoting the social and economic well-being of the local area” suggests that national Government, too, is keen to get colleges fully engaged in the development of their place. (See the LSIS/AOC report on *Contribution to economic and social well-being: Guidance for Colleges, May 2010*.)

Colleges for a variety of reasons, however, are almost always involved in some way in the development of local strategies to tackle relevant economic and social issues. A recurrent issue has been the complexity of handling accountability to both the national funding department and to the locality; and of meeting national targets and local priorities within the constraints attached to funding streams. Accountability arrangements overwhelmingly point vertically to Westminster departments and make it difficult to accommodate the flexibility needed to allow providers to be increasingly accountable to their locality. It is reassuring that the final report on the Total Place pilots⁴ highlights the need for freedoms from central performance and financial controls as a feature of a new relationship between Government and places.

A further complication with the agenda of localism is that most, if not all, colleges recruit learners from a number of local authority areas. This means that they may be in several places and communities at once. This complicates partnership working, particularly with local authorities and other government agencies, in particular, health and the police. Moreover, college mergers in recent years have created many colleges with significantly expanded catchment areas that do not relate well to the concept of place.

Nevertheless, the Total Place pilots were seen to offer a new opportunity for the FE and skills sector, to explore the complexities of collaborative strategic action and to identify and remove barriers in an effort to serve their community more effectively.

2.3 The aims of Total Place and the 13 pilots

Total Place was established to understand services from customers’ perspectives, in order to address three main goals:

- identify opportunities for genuine service transformation across organisational boundaries;
- better develop services around the needs of people in the local area, with a more integrated offer for users, especially those with complex and multiple needs
- identify efficiencies through collaborative working and redesigned services. The work weaves together three complementary strands:

Counting: mapping the money flowing through the place (from central and local bodies) with a focus on one or more important areas of spending — the deep dive — in which resources spent locally were tracked and the effectiveness of this expenditure was examined. (In each deep dive local partners were brought together in conversation with Whitehall colleagues to explore better and cheaper ways to achieve local outcomes).

Culture: looking at the way existing cultures (the way things are done at the moment) actually help or hinder the process - ‘if you can get the culture right and create a common sense of mission, the rest will follow.’

Customer needs: capturing wider learning about customer insight from other sectors and places and help pilots better understand customer need and identify opportunities for collaboration between agencies.

⁴ Total Place: A whole area approach to public services. (http://www.hm-treasury.gov.uk/d/total_place_report.pdf)

Thirteen pilot areas were identified in June 2009: Birmingham; Bradford; Coventry, Solihull and Warwickshire; Croydon; Dorset, Poole and Bournemouth; Durham; Kent; Leicester and Leicestershire; Lewisham; Luton and Central Bedfordshire; Manchester City-Region including Warrington; South Tyneside Gateshead and Sunderland; and Worcestershire.

There were also three pre-pilots (in Cumbria, Norfolk and Suffolk) and several Parallel Place initiatives in eight of the nine regions (all regions except for the South East). Access to information on all the pilots and parallel place projects can be gained via www.localleadership.gov.uk/totalplace/totalplaces. Pilots chose different topics to work on (a list of the areas and their themes is found in appendix 1.) Many themes eg alcohol and drug misuse, public sector buildings and assets, young people and worklessness, and offender management were seen as directly relevant to many colleges. Each pilot area was invited to report to DCLG and the Treasury by 19 February 2010.

The final report on Total Place (see 2 above) notes that:

“The 13 pilots have taken a fresh look at what money is coming into their area, explored what obstacles there are to making funding go further, examined the complexities within the system and how best to strip out the inefficiencies and wastage they discovered. They have considered a wide range of issues that have a direct effect on people’s lives, including children’s services, drugs and alcohol misuse, housing, worklessness, asset management, services for older people and offender management.

The evidence base from the pilots outlined in this report provides a strong platform for us to take radical, but also practical, steps for the future. It sets out the case for change, at local level and on a national scale, which can deliver true transformation in public services across the country. It shows that real savings can be made through the Total Place approach. It also makes clear the need for strong local leadership, with local authorities playing a pivotal role in delivering radical improvements in services, with their partners, through the single offer, innovative policy offer and a range of other initiatives that build on the pilots’ findings”

2.4 The aims and methodology of this LSIS/AOC research project

The Learning and Skills Improvement Service (LSIS) and the Association of Colleges (AOC) Total Place research project focused on:

- informing and consulting with all colleges in the pilot areas,
- raising the profile of Total Place with those Colleges,
- identifying good practice from colleges in terms of their involvement so far,
- identifying where and how colleges could and should be more involved and why local authorities and other partners should involve them.

As a key part of that approach, colleges in four of the pilot areas were invited to participate in a case study. LSIS/AOC have worked together on this project through:

- research on Total Place pilots generally in the context of local place shaping
- informing and consulting with the 80+ colleges in the 13 pilot areas
- gathering information about colleges’ engagement with Total Place through email surveys, group meetings, and face to face and phone interviews with principals, senior college staff, leaders of Total Place and others involved in a number of pilot areas
- liaising with the Department of Communities and Local Government (DCLG), the Leadership Centre for Local Government (LCLG) and the Local Government Association (LGA)
- exploring the experiences of colleges with Total Place and identifying the emerging opportunities and challenges for colleges.

The authors would like to thank all those who contributed their time and ideas to the project. Many people, particularly in the four case study areas, made significant efforts via email, telephone and in person to furnish us with detailed information as well as their personal reactions and experiences to working in a Total Place pilot area. We are indebted to them. Appendix 3 lists the colleges and organisations which have contributed to this project.

3. Colleges' involvement in Total Place and the issues emerging

3.1 The scale of colleges' contribution to localities

The four case study areas (Coventry, Solihull and Warwickshire; Kent; Lewisham; and Worcestershire) were chosen to reflect different types of rural and urban localities with differing local government organisation (unitary, district, borough and county council in the case of the first two areas; a single borough in Lewisham, and districts and county council in Worcestershire). They were also chosen because the themes in the four areas related to strategic priorities for colleges. The case studies attempted to identify issues, successes and barriers for colleges' engagement in the Total Place pilots. (The 13 Total Place pilot areas also reflect different definitions of the geography of localism, from a single urban borough, through groupings of several unitary, county and district authorities, to a city region.)

The table in Appendix 3 shows the combined budgets and other data for the colleges in each of the pilot areas, indicating the scale of their collective fiscal and social contribution to the place in which they are located. In recent years a number of colleges and the Association of Colleges have researched the economic impact of colleges in their local area through calculating the Gross Value Added (GVA) contribution. Appendix 3 also indicates the GVA of the colleges in these four Total Place pilot areas.

The scale of colleges' collective contributions to 16–18 year olds in the four areas is impressive: 60,000 students achieving 76,000 qualifications over 43,000 of which were at entry, level 1 or level 2 – qualifications not normally available in sixth forms but critical to developing the potential economic contribution of those students to their place. Similarly with the 19+ population where 131,000 adults achieved over 102,000 qualifications, nearly all of which will have been directly related to employment in terms of basic and vocational skills.

3.2 The case studies

Coventry, Solihull and Warwickshire (CSW)

In Coventry, Solihull and Warwickshire (CSW) the theme was *Improving the outcomes and experience of children and carers in relation to education*. This theme was subdivided into five work streams: bullying, school improvement, shared services, child health 0–5 and Young People/ NEETs. There were also two other aims:

- to broker a new way of working with one another and central government
- to identify efficiency savings

Colleges are clearly relevant to the NEET focus. Colleges might also have been involved in discussions around bullying, school improvement (North Warwickshire and Hinckley College for example sponsor an academy and are taking on two more schools as a merged academy in 2010), child health (colleges run nurseries; provide financial - through Care to Learn - and other support to teenage mothers who are learners; promote health through the Healthy FE initiative etc) and shared services. Colleges were not, however, invited to be part of the leadership or management of Total Place in CSW.

The focus on NEETs in CSW was initially on the analysis of problems and spending. Colleges were not formally engaged in the analysis even though typically they are involved with their local authority in 14-19 partnerships tackling NEETs, and in many other 14–19 initiatives. The project found that NEETs were costing the area around £60 million per annum. That analysis has now been shared with the colleges and an action is being developed with the engagement of the colleges and other training and third-sector providers. At the strategic level, CSW is developing a common education plus offer across the sub-region and is developing proposals to streamline the separate Connexions, Job Centre Plus and schools-based advisor services, underpinned by a new information sharing agreement. Colleges have not, to date, been party to these more strategic discussions and it remains to be seen whether colleges will be invited to participate in developing the strategy and the solutions or, alternatively, seen as deliverers of the action plan.

There is a challenge for Colleges to be more involved. One way might be in the potential development of the new Children’s Services Academy where the three CSW Children’s Services Trusts “plan to build a new relationship between learning institutions, public delivery organisations and the private sector that will put innovation and design right at the core of our business”. The perils of not being fully engaged and respected partners are equally made clear with this quote from the final CSW report below:

“We firmly believe that Total Place is giving us the opportunity to radically reshape the way in which public services are delivered. The Total Place approach is making a great contribution to rethinking public service values and leadership and inspiring public sector organisations to reconnect with service users and front-line staff, rally their teams and deliver better services for less money.”

Kent

Total Place is a Kent wide pilot engaging all the key public agencies (County and District Councils, NHS, Police, fire service, FE colleges, HE, etc) facilitated/supported by Kent County Council (KCC). In Kent, the Total Place themes were:

- Gateways across Kent: these were happening before Total Place which has given fresh impetus so that there are now seven Gateways (with plans for nine more). Gateways provide High Street access for citizens to all local public services with opportunities to consolidate customer service staffing resources, increase efficiency in cross-sector transactional processes, and maximise use of key public-facing assets. The appropriate local FE College has a presence in each gateway providing information advice and guidance.
- Margate Task Force: again this Total Place theme builds on the existing Regeneration project. Thanet College is centrally involved in this.
- Asset Management Strategy: Kent County Council, police, NHS, and FE Colleges agreed to share details of properties and sites. The working group is developing protocols and working practices for their estates, which is proving a complex task because different public agencies are subject to different legislation and regulations on how buildings are managed and used. One result of this is to feed back to government the need for consistency of management for all public buildings. An Asset Management Register has been created.

The Kent Strategic Partnership identified these themes for their Total Place pilot prior to the involvement of FE Colleges. The colleges, through the Kent Association of Further Education Corporations (KAFEC), sought engagement with the pilot and were invited to become one of the partners.

KAFEC is committed to collaborative working with the local authority and other agencies. Total Place has helped Kent colleges identify some joint priorities, eg Value for Money; smarter collaborative working; shared sites, services and procurement and other ways of saving money (the financial directors from colleges are meeting to move this forward). Kent County Council procurement processes are now offered

to Kent colleges so that college requirements are included. KCC procurement includes an emphasis on local contracts and procurement.

For colleges there are internal and external communication challenges to be addressed: how and who to engage so as to achieve the maximum impact given the machinery of government agenda and the significant changes in funding. Using Total Place to broker relationships and joint working opportunities can provide a platform for engagement.

The final report for the Kent Total Place pilot indicates that the annual public expenditure in Kent is £8.25 billion. It also holds over £5 billion of capital assets. It suggests that savings of £40 million could be made across Kent through the rationalisation of assets. The report also highlights the costs of £7 million on inspection and regulation where they believe that with a root and branch review and a more proportionate system there could be savings up to 50 per cent on this figure. FE Colleges are not mentioned in the report except as a presence in the gateway centres.

The report indicates some barriers from national government, eg service silos, and the next stage of Total Place should address these. There is huge energy locally to proceed with this, e.g. Margate regeneration is carrying on with developing an intervention team for cross agency engagement. A barrier here is seeking special intervention powers that can work faster and with more freedoms. Easy one-stop shop access to information on all public services via High Street Gateways has been developing in Kent for some time and the potentially biggest win here is to get national Government agencies such as JobCentreplus on board alongside the locally-controlled services. This is all part of the tell-us-once principle and the move towards common business processes. There are large costs identified in buildings and there is the possibility of sharing these assets more efficiently so realising significant savings. The deep dive process indicated the possibility of aligning future service delivery, although there is a barrier due to the different accountability requirements.

The London borough of Lewisham

The London borough of Lewisham adopted an ambitious approach to Total Place and identified four themes through which all main partners would be included with a commitment to change across whole systems and proposals for long term work. The themes were:

- assets/Energy,
- worklessness and unemployment,
- services, interventions and management of offenders, and
- commissioning of care.

In the London borough of Lewisham, Lewisham College had established itself prior to Total Place as a key strategic partner: recognised and valued by the borough, by the local NHS, police, JobCentreplus and the third sector. This grouping had been established as a Public Sector Employers' Board.

Lewisham college is a major contributor to the Worklessness theme and also involved in the other themes. Leadership of Total Place is from Lewisham Council. Lewisham College sought involvement rather than immersion since inevitably there are some concerns about potential impact on resources and autonomy. Recognition of the college as one of the strategic Total Place partners has resulted from long-term commitments to partnership working and a track record in responsive, high-quality provision. Lewisham College has a clear vision and purpose as a responsive provider and seeks strategic influence through unofficial structures and networks, as well as official processes.

To achieve recognition as a key strategic partner, senior managers have to put in the time at a myriad of meetings; it has to be seen as a long-term game. It takes time to build up mutual trust. The college seeks to make itself indispensable and articulates a clear vision of what the college can do. The Total Place manager confirmed that Lewisham College is seen as a key provider based on its experience with the target groups, offering expertise that's needed, having credibility, and strong partnership relationships.

One interesting issue that emerged is the college recruits learners and engages with employers and other agencies from many other boroughs and so has to work beyond the borough. The issue for colleges engaging in Total Place, and indeed for Total Place methodology generally is the appropriateness of boundaries. How local is local and what are the best geographic definitions for dealing with place shaping?

The Total Place analysis of current operations in the theme areas indicates how these might be changed, for example, there is a plethora of agencies, vulnerable people are faced with complex arrangements, and vested interest of organisations just carry on from the past. Young offenders have faced up to 23 different assessments. Proposals for change have clear implications: routes back to work need to be clearer and client focused and resources need to be concentrated in organisations with size and track record.

On asset management, a proposal is for joint purchasing and procurement. At present Lewisham College uses procurement via the local authority, a Universities Consortium and the FE Sector Crescent Consortium.

Lewisham's final Total Place report acknowledges that most inefficiencies occur when people come into contact with different services and move between them, which is not only costly but frustrating for people using the services. By using customer insight to determine what people really need and want, there is tremendous potential to simplify and streamline services, making them more relevant and effective

Worcestershire

The Total Place themes chosen in Worcestershire were:

- public sector estate – moving towards a unified, rationalised and fit for purpose public estate capable of delivering major revenue savings and capital receipts
- reducing the number of young people not in employment, education or training (NEET) and the associated expenditure
- areas of highest need - improving outcomes in deprived and disadvantaged neighbourhoods through empowering the community and more joined-up public services to deliver better outcomes for local people.

The Worcestershire Strategic Partnership established as a visioning and advisory group for Total Place, called the "Shenstone Group", of local civic leaders. These included the chief executive of Worcestershire County Council, Bishop of Worcester, vice chancellor of the Worcester University, principal of Worcester College of Technology, senior representatives of the NHS, police and local business leaders. The remit was to think through new approaches to tackling social, civic and economic issues in the county.

An important outcome for Worcester College has been an increased opportunity to raise its profile (and indeed that of the other colleges) with the key players in Worcestershire and also with employers. (A very tangible outcome has been the decision by Worcester Bosch Boilers to start an apprenticeship scheme.) Participating in Total Place has definitely improved relationships and increased the understanding between the local authority, other main players and Worcester College. Previously contact was

intermittent and less strategic. All public services are now committed to identifying the core issues relating to deprivation in Worcestershire and to tackling them together.

The property assets review has also made important progress with all partners signing a protocol pledging to approach “the operational public estate as a common resource to be exploited to best serve the needs of citizens”. The partners will explore models of property ownership, financing, utilisation and management which facilitate these principles. The long-term vision is to create a trust that would own the properties and public estate and lease or rent these to user agencies.

On NEETS, the working group has concluded that arrangements are not fit for purpose and a new single agency is required to lead on all work relating to jobless 16–24 year olds with redesigned processes, planning and activities.

It is the group’s view that the potential of Total Place will only be achieved when there is effective leadership across the public-sector agencies with all the leaders focussed on maximising outcomes for citizens and businesses. Additionally, public-sector leaders and their agencies will only be able to maximise outcomes when they engage with other sectors and the leaders of the wider civil society. This is why the Shenstone programme is regarded as vital.

From the report and interviews with the lead for Total Place in Worcestershire, it is clear that the role of the colleges (not just Worcester College) is respected in Worcestershire. Indeed there is a belief that colleges can play a unique role; their everyday activities and their strategic perspective bridging the employment and educational sectors in ways that schools and universities cannot match.

Chris Morecroft, principal of Worcester College noted: “The local authority usually represents schools, and by default colleges, but FE people need to be involved to promote their colleges’ unique relevance and breadth of activity, as well as to secure the position of the college as a key player in its local community”.

3.3 Issues emerging from the case studies and from the other pilot areas

The four case studies demonstrate the very different approaches to Total Place and to the involvement of local partners and FE colleges. In many areas, the choice of themes appeared to exclude the involvement of FE colleges and in many cases colleges found it difficult to engage in the pilots. Only two of the pilots (Lewisham and Worcestershire) listed a college as one of their strategic partners. There were many lessons learned from the pilots on the ways in which national government and national agencies can work more effectively with local government and their partners, particularly at a strategic level in a place. These lessons are likely to be of much greater importance to FE in the long run than any specific project emerging from Pilot areas.

A number of general issues for FE colleges emerged from the experiences of the colleges in these four Total Place areas.

- Engagement/non-engagement of FE Colleges in Total Place relates, to an important extent, to personal relationships and to the history of cooperation in the place. It has not directly related to the chosen themes of the pilot areas.
- In some areas, involvement of the Learning and Skills/FE sector with local strategic partnerships has been through the Learning and Skills Council (LSC). This is through its duty under the Local Government White Paper, *Strong and Prosperous Communities* (2006) to co-operate in the preparation of the Local Area Agreement. With the LSC’s demise in March 2010 there is a vacuum: local colleges need to organise themselves to fill this.

- Total Place has not been useful in helping the FE sector to raise its profile (it was already high in Worcestershire and Lewisham) but it has helped cement, and develop, good relationships where they already existed. Equally, it has confirmed the absence from the top table of many colleges.
- FE Colleges generally perceive themselves as important community assets. This has not always been recognised in the Total Place pilot areas although, where colleges have contributed to analysis of the public sector buildings' capacity and assets, their size and utilisation has caused interest. Colleges may want to demonstrate their specific and collective roles in promoting economic and social wellbeing. For example, Hertfordshire colleges have recently produced a leaflet demonstrating their contributions to the local economy.
- Many Colleges' mission statements include values and aims which embrace inclusion, community engagement and working in partnership. Colleges succeed in these activities but are not necessarily recognised for doing so amongst local leaders. The presence of FE colleges is often more evident in operational partnerships rather than in strategic partnerships.
- It takes much time to build relationships in a place and colleges contribute to scores of partnerships, often across more than one locality. This takes management time away from the college. Many colleges, particularly the smaller ones, find it difficult to achieve the required balance between operational internal management and involvement in locality development. The changes in locality leadership will take college managers beyond their institutions to become locality managers as part of a collective local leadership team. This inevitably raises problems of time, priorities and the internal management of the college, as well as challenging the skills of its leaders
- The place-shaping area designated for Total Place may not fit with colleges' own missions and catchment areas, eg a college may serve communities, employers and individual learners in only a part of a Total Place area or may serve identified needs well beyond the designated area. The geography of place shaping is not always self evident. This means that a college must have a clear vision of the geographic and interest communities it serves – a Specialist college or a Sixth Form college may well have different views on these from a general FE college.
- Total Place approaches take a fresh look at costings and processes based on the current expenditure and models of how it could be reduced and at the same time become more effective in meeting the needs of client groups. There are many examples of duplication and wasted activities emerging from the Total Place reports. Colleges need to be aware of these new ways of reducing costs and improving outcomes at a time of financial austerity. Total Place approaches expect a fresh look at use of resources with partners taking collective responsibility to reduce duplication, share assets, trim costs and improve services.
- The context of place shaping is not restricted to classic economic development and regeneration agendas, but is moving into other aspects that impact on the local economy and society, for example, neighbourhood crime and security issues and agendas around improving health outcomes and the quality of life for local communities. Colleges can be effectively engaged in these agendas.
- Total Place, as a process, challenges the nature of national, regional, sub-regional and local systems of planning, funding and delivery of public services of which FE is a part. Local place-shaping challenges the notion of consistent national services and entitlements. Total Place suggests some sort of return to locality based determinations.

- There are possible implications for college autonomy, as there are for all local public sectors, where a Total Place approach to planning, resourcing, asset sharing, and joint delivery of services to meet the needs of citizens and communities changes current systems and relationships. College corporations will need to monitor closely the expectations of institutional leadership in Total Place initiatives in their place and have particular regard to requests for delegation of some of their powers to, for example, a locality management group.
- The potential pooling of budgets through Total Place to meet local community needs will also present new and different challenges for FE college corporations. Colleges may need to protect their autonomy and security by working with groups of colleges (and other providers) to plan their provision to meet the identified needs of a locality.
- The autonomy of colleges has become fiercely guarded since incorporation in the early 1990s and Total Place may be viewed as leading to a decrease in this autonomy. College leadership teams and governors need to explore how the expectations of a Total Place approach can be synthesised with their traditional set of accountabilities.

4. Next steps for colleges on Total Place

4.1 FE Colleges: localism, mission and roles

Total Place pilots do not exist in isolation and nor do those FE Colleges which are currently reviewing the potential impacts of a number of changes. These include: the machinery of government changes, the creation of new national funding bodies, the increased responsibility for Local Authorities for 14–19 provision and entitlements, the requirements on Local Authorities to produce an economic assessment of their area and the proposal from the United Kingdom Commission on Employment and Skills (UKCES) for Colleges to produce a community scorecard indicating their contribution to employers, individual learners and communities.

Nevertheless, as indicated in the budget report and as agreed by all main political parties, Total Place will continue to develop as an important approach to place shaping. It will be used in future to achieve local budget reductions and to achieve better services for less cost through joint working of key local partners. It will create different systems and cultures of local collaborative working and locality management. Placing these changes alongside the new statutory duty on colleges to promote the economic and social wellbeing of their local areas suggests that college managers and governors are increasingly expected to take responsibility for locality management, in addition to the management of their college.

The new requirements are likely to mean that a college will seek to ensure that its mission, values and educational character reflect the need to become fully engaged in their community. A review of the college mission may be necessary. The culture and behaviour of the college should explicitly reflect and promote the values of that mission both internally and externally. An example from one of our case studies is North Warwickshire and Hinckley College which works systematically on promoting its aims (one of which is “leading dynamic partnerships to increase participation in education and training”) and its values (one of which is “to continue to encourage co-operation with others in the development of our provision”).

Recognition by local authorities and Local Strategic Partnerships that Colleges have an important strategic role to play in solving economic, social and cultural problems in the local area is likely to be essential if Colleges are to continue to flourish as providers of learning and other services for people of all ages. So, as Marion Plant, Principal North Warwickshire and Hinckley College, says: “It will be useful

to bring the College's work under the Total Place banner. This should raise the profile of the College with key stakeholders locally, securing its position in the community and hence its financial position". We have learnt from the case studies the latter will not happen just because of Total Place. It requires determination, time and new types of leadership to secure a seat at the top table of locality leaders. In addition, it requires leaders who are very clear about the offer that colleges bring to the local table and are able to present this in a manner that is compelling to local authority and other leaders in the locality.

4.2 Changing demands on college leadership

Total Place challenges some of the traditional approaches to leadership. Traditionally, a principal of an FE College has been expected to develop and protect their institution, its employees and customers. The principal is accountable to the governing body, which in turn is accountable to its customers — primarily its learners and employers — as well as to government and the funding agencies. Total Place, alongside the new duty to promote economic and social wellbeing, seems to signal a shift in accountability. College governors and managers will be expected to broaden their responsibilities beyond the college to whatever they define as their community. In the future, college principals and/or their governors may be responsible at least in part to a Total Place or public service board.

Phrases such as generous leadership suggest that, for the greater good of the community and current and future customers, college leaders should not just act protectively of their own institution. Shared leadership indicates that leaders give up control and share decision making and planning and resourcing with other leaders from other agencies, though this is a challenge within current frameworks of accountability. The terms collaborative leadership and collective leadership take these ideas further to a notion of a collective local leadership group that manages the totality of public sector services in a defined locality. Such leadership requires a commitment to the local place and its people.

All colleges that contributed to this project recognise that participating in local collaborative working is time-consuming, especially for principals and senior managers, as well as for college governors who also have an important role in presenting the college to local stakeholders. The Total Place initiative may inevitably be seen as yet another local partnership, and college managers may be reluctant to sign up to even more time out of college unless they believe that such involvement will bring benefits to their learners and to their institution.

Given this new agenda of place shaping, college leaders need to be equipped to operate effectively in increasingly complex policy environments, working across institutional, thematic, territorial, community and professional boundaries and with long-term, vision-led agendas. This requires a combination of technical skills (eg strategic understanding and spatial literacy) and the relational skills needed in building inclusive coalitions.

The Total Place pilots have begun to shift the emphasis of public-sector leadership towards models of authentic, values-driven leadership based on collaboration to address wider strategic issues. Looking to the future, leaders in further education will need to foster a climate in which values and vision are shared and enacted as part of both an organisational and a wider culture. Total Place will challenge leaders to develop the confidence to engage in joint strategic planning with partners, and to develop approaches to understand of the changes their own organisations face.

A number of recent reports discuss the implications of these new coalition approaches for leadership. For example, *Whole Systems Go*⁵ highlights the need for leadership development "to address whole system challenges". It describes whole systems thinking and action as including "the capacity to analyse and

5 Professors John Benington and Jean Hartley, National School of Leadership, Sunningdale Institute, August 2009 - <http://www.nationalschool.gov.uk/downloads/WholeSystemsGoPaper.pdf>. The LSIS Brief Guide to the report can be found here <http://www.lsis.org.uk/Services/Policy/Pages/Brief-Guides.aspx>

understand the interconnections, inter-dependencies and inter-actions between complex issues, across multiple boundaries – between different sectors, services, and levels of government”. Thus leadership development programmes need “to join up to address whole system challenges”.

The recent publication from the National Local Government Network, *Greater than the sum of its parts: Total Place and the future shape of public services*⁶ also suggests a radical change to the ways in which local leadership and management will operate:

“This research concludes that it is time for a new model of public services to emerge which can centre its entire focus on the citizen. The very best in local practice is evolving a style of highly-connected leadership of place, which is increasingly well positioned to confront the difficult challenges that communities face. This is raising the notion of ‘leadership of place’ to a new level.”

A recent report from the Department of Business Innovation and Skills (BIS) and the National School of Government, *Place Based Innovation*⁷ also sets out some key issues arising from attempts to develop innovative leadership within localities. While the report is written primarily for the key audience of staff members in a Whitehall policy division, for our purposes, the important messages relate to the need for College leaders and managers to develop collaborative leadership as a relational concept, and contribute to continuity of relationships. Continuity may come from a long serving college principal or vice principal who is highly-regarded in the local community and/or from the college corporation displaying a continuity of purpose (and often personnel) in serving the needs of the community. (See also *The New Place-shaping* LSIS op cit)

LSIS, AoC and college principals are now reflecting on the implications of locality leadership and place shaping for leadership development in the FE sector. LSIS is reviewing, with close sector involvement, its leadership and management development programmes to ensure that they are fitting the sector for leadership within a locality and as part of a coalition of public services, as well as for leadership within their own organisations and sector. In doing this, LSIS is working increasingly with other public service leadership and improvement bodies to share practices and where appropriate align and rationalise approaches, and to develop joint, cross-public sector professional development opportunities.

LSIS and AoC are also planning with the Leadership Centre for Local Government to support the next stages of Total Place development, engaging colleges fully in service design and reflecting and capturing the learning. It is also intended to work with the Improvement and Development Agency (the improvement body for local government) in this and other collaborations.

In addition, LSIS is currently developing learning material based on case studies in five colleges playing a pivotal role in the economic and social development of their communities. Videos entitled *Partnership and Place* are already available on the Excellence Gateway at excellencegateway.org.uk/264457. There is also a new associated web-based programme shortly to be unveiled entitled *A Seat at the Table*.

4.3 Colleges organising themselves for strategic engagement

In order for the FE sector to secure its future in a political and financial environment where financial austerity is coupled with a new focus on providing local solutions to local problems, colleges need to be certain of their unique selling point(s) both collectively and individually. In organising themselves for strategic engagement, colleges will be presented with issues that vary between different localities. For example, in Lewisham the Total Place focus is on one London borough where Lewisham College, (although it recruits learners from many Boroughs) is the obvious educational partner. However, in

6 Greater than the sum of its parts: Total Place and the future shape of public services. Publication Date: March 18th, 2010. Authored by: Nigel Keohane and Geraldine Smith

7 A Place Based Innovation, published by the Whitehall Innovation Hub on 8th February 2010 and authored by Su Maddock and Ben Robinson.

Coventry, Solihull and Warwickshire the Total Place focus involves three Local Authorities with District Councils and includes nine colleges; and in Kent with the County Council and District Councils and Medway Unitary Authority there are seven FE Colleges.

Total Place gives colleges a new opportunity to build on their usually strong local reputations and secure a position in the important local strategic fora. The barriers identified to college engagement in some of the pilots, however, need to be overcome. It is likely that colleges will need to further develop their cooperative working into some kind of formalised, place-based grouping so that they make it easier for local authorities to engage with them and make it easier for colleges in turn to engage with LAs and other stakeholders. There are already some models for this engagement.

One of these that may provide such a model for adopting or adapting is the Kent Association of Further Education Corporations. Kent is a large shire county with a neighbouring unitary authority in Medway. The area has 84 schools with sixth forms and 7 FE Colleges. These FE College corporations have formed the Kent Association of FE Corporations (KAFEC) to engage with Local Authorities and other stakeholders.

This has enabled the FE sector in Kent to be more fully recognised as a local strategic partner. For the colleges, it has meant greater cooperation and less resource demands from multiple attendances at meetings. A key element of their success is the appointment of a KAFEC development director who can represent all colleges/the FE sector in Kent. A similar model with a chief executive (typically a respected former principal) has been established in Essex (representing FE, tertiary, sixth form and a land-based college) for several years.

In the North West, there are five strong groupings of colleges and they have all been in existence for some time. They were not originally set up to be strategic, but are increasingly being used for that purpose. It is common for principals to share responsibilities and the chair in two of these groups, in Merseyside and Cheshire, rotates.

We are also aware of many other substantive college groupings that are in existence.

4.5 Why local authorities and local stakeholders should engage with colleges as strategic partners in Total Place

Relationships between colleges and their local authorities vary from being strategic partners of equal standing to being simply commissioner and provider relationships. There are, however, cogent reasons why local authorities should want, in future, to develop stronger relationships with colleges in their locality.

Total Place requires local authorities and Local Strategic Partnerships to look at new ways in which they provide services for their client groups. Those processes of counting, culture and customer needs are designed to challenge current patterns of spending and providing. The Total Place pilots have focused on a number of chosen themes representing community problems of both high expenditure and multi-agency working.

Large numbers of local people of all ages engage with colleges for a very wide range of reasons. In particular, colleges have concentrated on being inclusive in their provision, seeking to design learning to meet the actual needs of learners and employers. Nationally, there are more 16–19 students in the FE sector than in the schools sector. Provision leading to level 1 and 2 qualifications, as well as level 3, has been expanded greatly in recent years in recognition of the changing needs of school leavers. This is particularly important as such provision at levels 1 and 2 is rarely available in schools post-16, yet those studying such programmes are highly vulnerable to social exclusion and as such a priority group for most

local authorities. It also continues to cost less to educate 16–19 year old students in colleges than in sixth forms.

Colleges offer a unique range of facilities, resources and expertise. For general, academic and vocational education the FE sector is uniquely placed to provide a wide choice for learners. For many local areas, participation in education and training post 16 is a problem often exacerbated by learners embarking on inappropriate programmes and dropping out. Independent advice and guidance is important here and access to a full range of entitlements. Raising the compulsory learning age to 18 cannot be achieved without the engagement of FE colleges, which have the necessary investment in specialist equipment and expertise and a lengthy track record of delivering high quality applied learning and vocational education.

Many colleges work closely with a very wide range of stakeholders, employers and community groups. The Worcestershire Total Place partnership noted that the FE College bridged the gap between education and employment. Employers generally value the services they seek from their local colleges and colleges have successfully sought over recent years to be more responsive to employers' needs. Similarly, colleges have long sought to engage with community groups in order to meet specific local needs.

Colleges are themselves significant local employers and in many towns the college, the Local Authority and the local NHS are the largest employers.

FE Colleges have a track record in providing solutions to local problems and “wicked issues”, e.g. NEETs, employment skills, supporting unemployed people back to work, training for local companies and the public sector, community cohesion, 14-19 entitlements, apprenticeships, traditional adult education etc. Many FE Colleges have years of experience of working with other public sector agencies to develop solutions to a wide range of economic, social and cultural issues.

At their best, colleges are responsive to changing regimes and requirements. They are used to working in partnership to deliver community-based services. Indeed playing a partnership role with local authorities, third sector and other stakeholders is often part of the stated values and priorities of Colleges. Given their experience and expertise, colleges also have the capacity to be part of strategic solutions, playing a strategic role alongside other public-sector organisations.

Such a strategic role has been recognised in several of the Total Place pilot areas where the chosen themes are central to the mission of the local colleges.

4.6 Why colleges should engage with local authorities and other partners in Total Place

Total Place is about changes in local strategic thinking and delivery. If FE colleges ensure that they have a seat around the top table in local strategic planning they will be recognised as strategic partners as well as deliverers of high-quality solutions. Engagement in Total Place offers FE colleges positive outcomes in four areas: financial, reputational, freedoms and flexibilities and expansion of influence.

Many FE colleges seek to play a strategic role in local planning through participation in Local Strategic Partnerships and in many other partnerships, such as 14–19 and economic development partnerships. Often, however, while colleges are significantly involved in specific and operational partnerships they are not invited to participate in the overarching strategic partnerships. Reasons for this have already been identified in the sections above.

Colleges involved in the Total Place pilots believe that the Total Place approach presents a number of significant opportunities for colleges. Every part of the public sector is subject to current and potential

reductions in funding. Total Place presents a way of managing funding and the impending reductions more locally and in more joined-up ways. Total Place is also aimed at leading service transformations to meet local community and personal needs. These twin foci are likely to impact on services currently provided by colleges. Equally each college will have useful experience and expertise to offer its locality in developing its Total Place approach to the delivery of public services.

Colleges need to make their case locally for inclusion in the strategic partnerships that matter. They can do this in a number of ways. Some examples from the pilot and pre-pilot areas:

- identify the key players and develop a detailed programme aimed at forging deeper personal, as well as professional, relationships (individual invitations to the college to meet the principal and chair of the corporation; dinner invitations to meet a few carefully selected senior staff and governors; enhanced hospitality/ invitations to speak at high profile college events etc); respond positively to all invitations to the college; invite one or more of the key players to join the college corporation
- identify with the key strategic players the “wicked issues” of the place and use the college as a resource for exploring potential solutions; establish small group initiatives (involving senior college staff and governors) on specific themes of importance to the place; run breakfast seminars and well-publicised public lecture programmes on specific topics to engage with councillors, board members and senior staff from the key partner organisations.
- establish an engaging initiative to publicise the college’s economic and social contribution to the place; this may be done with other local colleges and even the local university to emphasise the totality of expenditure, the GVA, the volume of students, the numbers of qualifications achieved of direct relevance to the place, the programmes for the unemployed, NEETS, retraining and so on.

While these activities will be time consuming and costly, there should be a virtuous circle here: finding new ways of solving local problems should give opportunities for FE Colleges to develop additional college provision to meet newly-identified local needs. By helping to provide those solutions to local problems, FE colleges may gain access to additional resources while cementing their place at the local strategic top table.

4.7 Next steps for colleges

The Total Place approach now applies everywhere. The pilots have demonstrated that there are real service improvements and savings to be made in all places from this way of working. The Government now proposes to roll out this new way of working across England by changing the relationship between government and places. The first Single Offers for high performing local authorities and partners will be implemented from April 2011. Local authorities and their partners will work together to set out a range of ambitious savings across the full range of services, above those that will be required of all areas over the next spending period.

A much wider group of local authorities and their partners are seen to have real strengths in delivery of services within a particular policy area. These places will benefit from the Innovative Policy Offer initiative with greater freedoms for taking devolved responsibility within an agreed delivery theme, again with a similar expectation of identifying potential savings across the partnership.

A further response to the Total Place findings will allow local authorities and their children’s trust partners to trial a new multi-agency Children’s Trust grant from April 2011. The grant will include money for youth activities, school improvement, support for families, disabled children, Sure Start and funding for children and young people previously paid by the Area Based Grant within a single ring fence. This will be accompanied by opportunities for pooling and alignment of funding from partners

such as Primary Care Trusts, the police, colleges and schools as well as closer alignment of Performance Frameworks.

Therefore, it is strongly recommended that colleges review the potential for engagement in future developments of Total Place. As a first stage, the strategic challenges which this review presents could be tackled by principals and governors considering the following questions:

Do you believe that Total Place approaches to local place shaping represent more of a threat or more of an opportunity for your college? Have you reviewed the possible financial implications as well as the potential issues of accountability?

What is happening in your area towards Total Place? Is your college in a Single Offer or Innovative Policy Offer area? How will you ensure that your college is fully engaged in local developments?

How far is your college recognised as a local strategic contributor? What evidence indicates this? What more can you do to ensure recognition of the college's contribution to your place?

What geographic and interest communities does your college serve? Have you reviewed your mission, values and educational character in the light of the new localism agenda?

Have you recently reviewed your current strategic and operational partnership activities? What do they cost and what benefits to the college and the community do they bring?

Does your college recognise a role for its senior leadership and governors in locality management? Have you got the right people with appropriate time to develop key strategic partner relationships?

Are you and other colleges in your area/sub region working effectively together to represent the FE sector? Do you need to change this for future strategic involvement in Total Place and other place shaping strategies?

LSIS and the AoC would be pleased to continue the debate on the issues arising from this report and would welcome feedback, comments and additional information from Colleges involved in Total Place areas and projects. Please contact Caroline Mager at LSIS or Christopher Duff, Richard Dimbleby or Nick Foster at AOC via the addresses below:

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Further Information

[www.localleadership.gov.uk/total place](http://www.localleadership.gov.uk/total%20place)

<http://www.communities.gov.uk/news/corporate/1519132>

www.lsis.org.uk

www.aoc.co.uk

www.lgs.gov.uk

www.nlgn.org.uk

Promoting Economic and Social Well being, LSIS/AOC report, March 2010

Greater than the sum of its parts: Total Place and the future shape of public services, Nigel Keohane and Geraldine Smith, published March 2010, National Local Government Network

Appendix 1. Pilot areas and theme groups across Total Place

Theme Group	Themes	Pilots	Lead departments
Alcohol and drugs	Alcohol and drugs	<ul style="list-style-type: none"> • Birmingham • Leicestershire • South Tyneside, Gateshead and Sunderland 	<ul style="list-style-type: none"> • Home Office • Dept of Health
Health and social care	Older people's services	<ul style="list-style-type: none"> • Dorset • Poole • Bournemouth 	<ul style="list-style-type: none"> • Dept of Health
	Mental health	<ul style="list-style-type: none"> • Birmingham • Leicester and Leicestershire 	<ul style="list-style-type: none"> • Dept of Health
	Learning disabilities	<ul style="list-style-type: none"> • Birmingham 	<ul style="list-style-type: none"> • Dept of Health
	Health inequalities	<ul style="list-style-type: none"> • South Tyneside, Gateshead and Sunderland 	<ul style="list-style-type: none"> • Dept of Health
Children	Young people leaving care	<ul style="list-style-type: none"> • Birmingham 	<ul style="list-style-type: none"> • Dept for Children Schools and Family • Dept of Health
	Children's health and wellbeing	<ul style="list-style-type: none"> • Croydon 	<ul style="list-style-type: none"> • Dept for Children Schools and Family • Dept of Health
	Children's services and social care	<ul style="list-style-type: none"> • Coventry, Solihull and Warwickshire 	<ul style="list-style-type: none"> • Dept for Children Schools and Family • Dept of Health
	0–5 year olds	<ul style="list-style-type: none"> • Manchester 	<ul style="list-style-type: none"> • Dept for Children Schools and Family • Dept of Health
Crime	Guns and gangs	<ul style="list-style-type: none"> • Birmingham 	<ul style="list-style-type: none"> • Home Office • Ministry of Justice
	Offender management	<ul style="list-style-type: none"> • Bradford • Lewisham 	<ul style="list-style-type: none"> • Home Office • Ministry of Justice
	Minimising reoffending	<ul style="list-style-type: none"> • Lewisham 	<ul style="list-style-type: none"> • Home Office • Ministry of Justice

	Crime and anti-social behaviour	<ul style="list-style-type: none"> • South Tyneside, Gateshead and Sunderland 	<ul style="list-style-type: none"> • Home Office • Ministry of Justice
High cost communities	Margate Taskforce	<ul style="list-style-type: none"> • Kent 	<ul style="list-style-type: none"> • Communities and Local Government • Home Office • Dept Health • Dept for Children Schools and Families • Ministry of Justice
	High-deprivation neighbourhood	<ul style="list-style-type: none"> • Birmingham 	<ul style="list-style-type: none"> • Communities and Local Government • Home Office • Dept Health • Dept for Children Schools and Families • Ministry of Justice
	High-contact families	<ul style="list-style-type: none"> • Central Bedfordshire and Luton 	<ul style="list-style-type: none"> • Communities and Local Government • Home Office • Dept Health • Dept for Children Schools and Families • Ministry of Justice
Young people and employment	Worklessness and young people	<ul style="list-style-type: none"> • Lewisham • Worcestershire 	<ul style="list-style-type: none"> • Communities and Local Government • Dept for Business, Innovation and Skills
	Young people's lifestyle choices	<ul style="list-style-type: none"> • South Tyneside, Gateshead and Sunderland 	<ul style="list-style-type: none"> • Communities and Local Government • Dept for Business, Innovation and Skills
	Asset management	<ul style="list-style-type: none"> • Kent 	<ul style="list-style-type: none"> • Communities and Local Government • Dept for Business, Innovation and Skills
	Housing and regeneration	<ul style="list-style-type: none"> • Durham 	<ul style="list-style-type: none"> • Communities and Local Government • Dept for Business, Innovation and Skills
	Customer access	<ul style="list-style-type: none"> • Kent • Bradford 	<ul style="list-style-type: none"> • Communities and Local Government • Dept for Business, Innovation and Skills

	Procurement	<ul style="list-style-type: none"> Lewisham 	<ul style="list-style-type: none"> Communities and Local Government Dept for Business, Innovation and Skills
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Appendix 2. Strategic Impact of colleges in the four Total Place Pilot areas

Turnover and Gross Value Added

Gross Value Added in a local area is the sum of value added at all organisations based in that area. For a commercial firm, value added is sales minus the cost of non-labour purchases. For public sector organisations, GVA is counted by convention as being equal to the cost of labour inputs. GVA at national level is, approximately, the same as GDP (or national income).

GVA Impact and Taxpayer Return, £m or %, 2006/07							
	Turnover	Local GVA	GVA Impact				Rate of return to taxpayers
			Expenditure	Learners	Total	% of GVA	
Coventry, Solihull & Warwickshire	178.8	20176	214.6	536.4	751.0	3.7%	7%
Kent	146.9	25916	176.3	440.7	617.0	2.4%	7%
Lewisham	44.8	7837	53.8	134.4	188.2	2.4%	7%
Worcestershire	69.1	8764	82.9	207.3	290.2	3.3%	7%

Notes:

1. turnover is total income for all colleges in the pilot area in 2006/07 taken from LSC records
2. local GVA is from Official Statistics and is an average for 2006 and 2007. There are no data for Lewisham. The GVA figure is the figure for Inner London East reckoned pro rata to Lewisham share of the population, in 2007, of Inner London East
3. the GVA impact is calculated as discussed in the text
4. the rate of return to taxpayers is, as discussed in the text, a standard figure based on a selection of studies by EMSI

Appendix 3. Organisations and people who contributed information to this project

Association of Colleges – Geeta Patel, Glyn Owen
 Bedford College – Ian Pryce
 Birmingham Metropolitan College - Christine Braddock; Roger Minett
 Bradford College – Michele Sutton
 Bournemouth and Poole College – Lawrence Vincent
 City College Norwich – Dick Palmer
 Coventry and Warwickshire Learning and Skills Council – Rachael Stewart
 Croydon College - Marianne Cavalli
 Department of Communities and Local Government - Deborah Heenan
 Derwentside College – Albert Croney
 Kent County Council – Paul Kennedy
 King Edward Sixth College, Nuneaton – Dr Esther Maughan
 Leadership Centre for Local Government - David Bolger
 Learning and Skills Improvement Service - Dame Ruth Silver; Caroline Mager; Fiona MacKay
 Lewisham College - Maxine Room, Tim Potter
 London Borough of Lewisham – Joel Hartfield
 Loughborough College - Anne Williams
 Luton Sixth Form College – Simon Kitchener
 New College Durham – John Widdowson
 North East Worcestershire College – Neil Bromley
 North Warwickshire and Hinckley College – Marion Plant, Jane Kimberley
 Solihull College - Brenda Sheils
 South Bedfordshire College – Bob Shore
 South Devon College – Stephen Gribble
 South Kent College – Monica Box
 South Tyneside – Lyndsey Whiterod,
 Sparsholt College Hampshire - Tim Jackson
 Warrington Collegiate – Rosalie Burton
 Warwickshire College – Mary Heslop
 Warwickshire County Council – Anne Goodey
 West Kent College – Bill Fearon
 West Suffolk College – Dr Ann Williams
 Winstanley College, Wigan – Jo Barker
 Worcester College of Technology – Chris Morecroft
 Worcestershire Partnership – Roger Britton