

## The Third sector & Total Place

*“...the third sector is a key part of Total Place – I mean the very name should tell us that, but I think it also is about changing the attitudes of some of the statutory agencies to the third sector”.* – **Sir Michael Bichard on the Total Place CoP, 14 Jan 2010**

The economic climate is driving severe constraints on public finances. We need to find ways of working that enable us to address serious economic and social issues while at the same time delivering more efficient services. Total Place is about drawing on the frontline experience to find solutions that meet people’s needs and which deliver better value for money. 13 pilots have been exploring ways to do this.

The third sector has been a key strategic partner to local government for many years and as Total Place rolls out, local areas should think hard about how to make the most of their third sector.

The third sector<sup>1</sup> has a key role in Total Place through:

- Facilitating community engagement and empowerment of citizens to be involved in design of their services;
- Using the sector's own aggregated expertise on needs of individuals and communities and the solutions;
- As a service provider in their own right, making a practical contribution in redesigning and delivering services to be more efficient as well as more effective, and responsive to user needs.

However, involvement of the third sector in the pilots has been variable and the speed of the pilots has in some cases precluded full and meaningful involvement of the third sector.<sup>2</sup>

The third sector exists to effect positive change in society. Duplication of programmes, funding and effort impacts on third sector efficiency and ability to achieve their mission, as well as restricting the effectiveness of public sector agencies.

Sir Michael Bichard said on 14 January 2010:

“Statutory bureaucracies have not always taken seriously just how significant that contribution [of the third sector] is. They’ve seen the third sector as just an administrative arm of the state and not involved the third sector sufficiently in early development of policy. I think first of all that the third sector is a key part of Total Place, but secondly I think it is also about changing the attitudes of some of

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<sup>1</sup> Third Sector is defined as organisations that are non-governmental, value-driven, principally reinvest any financial surpluses to further social, environmental or cultural objectives. The term encompasses voluntary and community organisations, charities, social enterprises, cooperatives and mutuals both large and small.

<sup>2</sup> Research conducted by Government Offices and the IDeA, 2010.

the statutory agencies to the third sector. But let's also remember the third sector itself has got to look at how it operates."<sup>3</sup>

The case studies below describe some of the main ways in which third sector organisations can contribute to Total Place activity. Many of the examples are from Total Place areas, many are not but demonstrate a 'Total Place way of working' – cutting across service or sector lines to design and deliver a holistic, efficient service around the needs of communities and individuals. We can learn from all these examples.

Many third sector organisations have been working in a Total Place way with their statutory partners for years. Total Place now offers the opportunity to make this the standard way of operating.

### **Local areas guiding resources and setting priorities**

1. Partnership working - For the Total Place vision to become a reality, local areas will need to make use of all the expertise and resources available locally, including from the third sector.
2. LB Croydon's approach to Total Place has built upon a very strong existing Local Strategic Partnership that prides itself in having a board with equal representation from the public, business and third sector.

"Total Place Croydon has been a learning journey for all of us, an experience we have shared together - across the Council, NHS, Police, third sector, business sector and with other partners. Significantly, we have deliberately created space in which all participants have equality of voice whatever sector they represent. These collaborative learning experiences have helped us to develop a new, shared language through which we are discussing and co-creating solutions together. This has taken our already strong partnership working to a whole new level which has released energy, passion and commitment beyond all our original expectations.

"As we move into the phase of detailed proposition development, we are committed to the engagement of families and the range of third sector organisations, including community groups, in the co-design and co-delivery of services, working in cross-organisational virtual teams. Our third sector partners are key members of these teams - not only bringing their own expertise to bear in helping to deliver highly targeted solutions but also enabling us to engage deeply with members of Croydon's diverse communities." Jon Rouse, Chief Executive, London Borough of Croydon

3. Croydon has invested significant resources in the third sector, attaching particular importance to resourcing engagement activity in the Local Strategic Partnership. In 2009-10, over £100,000 will be spent supporting a variety of community engagement mechanisms

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<sup>3</sup> Live web-chat on the Total Place Community of Practice, January 2010.

including Croydon's Community Network and its constituent representative networks, training and support for community representatives, the award winning website 'talk2Croydon' and supporting the faith networks.

4. The value of this investment is demonstrated by the quality of engagement of community representatives in the Local Strategic Partnership. There are many examples of community representation influencing decisions in a way which has resulted in better use of resources and improved quality of service to the council's customers. These include the co-location of statutory and third sector services for disabled people, the design of services for unaccompanied minors from Afghanistan and the delivery of targeted community cohesion activity.
5. Enhancing Customer Insight - The third sector can bring extensive knowledge of communities, especially where the public sector struggles to reach. In Gateshead, the Police have recognised that even local authority officers or un-uniformed police officers may not be able to achieve the results that a trusted organisation can provide in terms of quality of information about what is really important to residents.

As part of Operation WAYS (We Asked You Said) Gateshead Community Network (GCN) has been contracted to undertake a long term consultation for Northumbria Police as a neutral organisation that is able to obtain sometimes sensitive information from people who may not wish to inform or be seen to inform the police themselves around drug activity and anti-social behaviour.

An initial survey is carried out by GCN to find out the issues and concerns the local people in a specifically selected area have. The Neighbourhood Inspector uses this information to form an action plan, and an enforcement/activity week is held to highlight to local residents that the issues they have raised are being acted upon. There is high police visibility during this week and many activities held in local venues that include local partners such as The Gateshead Housing Company, Sure Start and Gateshead Council.

As a result of Operation Ways, neighbourhoods have seen anti-social behaviour (ASB) levels reduced by 49% with 60% of residents feeling safer going out in their neighbourhood. This is compared to 39% feeling safe before the enforcement week. Public confidence in the police has also increased by 4%. A single incident of ASB on average costs society £204 to deal with. The range of costs according to type of incident varies from £126 per crime to £339 per crime (Prostitution and Criminal Damage respectively).

6. Setting priorities – Using the knowledge of the third sector to identify local needs and determine the most appropriate response can be an effective way of focusing effort where it can have the most impact. In

Norfolk this approach resulted in access to advice, advocacy and especially barriers to tribunal representation being identified as a cross-cutting issue for the County. Third sector and public sector partners are now working co-operatively to tackle this issue.

The Norfolk Third Sector convened a meeting to discuss priorities for the County under the LAA system. A range of ideas and topics were discussed and then prioritised according to need. Voluntary Norfolk was responsible for feeding these priorities in to the County LAA process, who agreed that a local indicator was necessary.

A joint third and public sector Advice & Advocacy Strategy Group was formed. Chaired by the third sector, and supported by Voluntary Norfolk, the Strategy Group's overarching objective is to ensure that individuals, particularly those who are disadvantaged and excluded, are able to

- exercise their rights with regard to **all areas of social welfare law**, and
- ensure proper access to relevant **social, health and support services**.

Over the last 18 months the Strategy Group has moved quickly. Activities include:

- Development of a **4-Tier Model** showing a continuum from Information (Tier 1), to Advice & Assistance (Tier 2) to Advocacy (Tier 3) through to Representation (Tier 4).
- Identification and analysis of barriers to advice & advocacy - the results of which informed criteria for commissioning 3 pilot projects from the third sector.
- Inclusion of Advice & Advocacy questions in Norfolk's joint county and district Citizen's Panel on people's access to advice services and the reasons why people may not seek advice.

The full impact of the project will be evaluated in March 2011.

7. Realising benefits - Involving the local community directly in setting priorities can be an effective way of ensuring resources are directed to where residents most want to see action. It can also lead to increased demands for transparency in the way services are commissioned, which in turn can generate increased innovation in service delivery.

Residents in South and Central Yarmouth identified the need for a local employment support project. This resulted in a programme called Target Opportunities to provide neighbourhood specific employment support intervention.

Many contracts were delivered through the third sector, but it was the desire of local residents to understand the full local impact of the project that led to the development of the Social Return on Investment (SROI) project. Residents were assisted to devise a project brief, and analysed tenders, with the contract being awarded to the third sector organisation Voluntary Norfolk.

The analysis showed how much of the contract value stayed in, and continued to work in, the Borough. Based upon the SROI analysis, the Target Opportunities Project produces £3.45 worth of social value for every £1 invested. The Borough is now examining ways to deliver these projects through mainstream service commissioning and is working with other public sector bodies to undertake joint commissioning informed by an SROI approach.

### Reducing burdens on the frontline

8. Third sector organisational models can provide frontline professionals with greater flexibility and freedom to innovate, thereby improving the performance of the services they provide. For example, the Department of Health has created a 'Right to Request' for all Primary Care Trust (PCT) staff to 'spin out' and set up social enterprises. PCTs are obliged to consider such requests, and if the PCT board approves the business case, support the development of the social enterprise and award it a contract to provide services for an initial period of up to five years. The objective of this initiative is to harness the expertise of public sector professionals by reducing the constraints of public sector bureaucracy (*Working Together*, 2009).
9. [Cross-government data gateway](http://www.fundingcentral.org.uk) - OTS set up [www.fundingcentral.org.uk](http://www.fundingcentral.org.uk) as a single web portal for third sector organisations to access a comprehensive and up to date range of funding and finance opportunities. This is also a site where government departments can advertise their funding and track interest in/ receive feedback on their programmes.

The complexity and breadth of the funding landscape means that many third sector organisations struggle to locate sources of funding as the opportunities are spread across an array of funders and grant makers. For the first time, Funding Central brings all these opportunities together, enabling organisations to explore the broadest range of grants, contracts and loan finance in one place.

The National Council for Voluntary Organisations (NCVO) was commissioned to develop this service in June 2009, since when the site has experienced over 15 million hits, 12, 000 people have registered, and over £7.44 billion of funding has been listed.

The Funder Zone features an 'analytical dashboard' giving funders and finance providers headline figures on the levels of activity relevant to their funds. The 'dashboard' helps funders and finance providers quickly and easily gain insight into how organisations are responding to their funding opportunities, helping tailor future funding and finance programmes in response to more clearly identified needs.

10. Having this information readily accessible will allow third sector organisations to invest more time and effort preparing their bids. It is expected that this will enable them to develop innovative proposals for project delivery. Departments can also expect to reach a wider range of organisations, increasing the possibility of innovation.

**Providing leadership, governance and organisational change**

11. Leadership & capability across place – The third sector can offer leadership across localities, indeed many Local Strategic Partnerships and LSP theme groups are chaired by third sector partners. Leadership is a quality needed across sectors and that successful pilots access the human resources and knowledge available across the whole locality.

The opportunity to demonstrate leadership in Bradford Total Place Pilot stemmed partly from the Keighley Voluntary Services CEO's longstanding commitment to advocating for the sector : through membership of the LSP board and related bodies, and an established understanding with other partners. These factors alone were critical to the ability to participate fully in the Total Place pilot, but were underpinned by a wide experience of advocating for the third sector in strategic partnership across a number of areas such as CAA and Third Sector Review. Her suggested theme was adopted, and named "Gateway to Integrated Services".

As a member of the TP Steering group she was able to monitor progress and ensure that the third sector and service users were informing the deep dive. Although it is clear that sector involvement is absolutely critical to the principles of TP, neither KVS or other organisations involved, are financed for this strategic work. The potential for TP to finally get to the root of joint approaches to improving services for the end user, while also making best use of stretched resources, is very much at the heart of the third sector's philosophy and experience. TP gives us the opportunity to examine working relationships and spending on a more equal footing, but this cannot be done without resourcing the processes themselves to influence decisions for the future, and build more factual economic arguments.

Although the Bradford pilot did not demonstrate the fullest possible engagement of the sector in all the sub themes, useful principles have been confirmed that will help to inform actions embedded in the implementation of the Third Sector Review (such as the new Strategic Commissioning Forum and Compact).

This example of leadership in the third sector in TPP confirms the pivotal role played by sector's representatives in offering solutions and securing wider sector participation; this requires well resourced networks, intelligence about the sector and an understanding of where some capacity building might enable the sector to contribute more. The KVS CEO is committed in principle to a continuing leadership role, aiming to broaden the debate and enthuse/engage the wider voluntary sector but without specific resources and

continued support this cannot be done as fully as TP (or other initiatives) deserve and could result in a lost opportunity, in Bradford or elsewhere.

12. Local leadership across services - At its best the third sector provides voice for users, works well with partners in the third and public sector, creates innovative ways of working, ensures improved services and achieves efficiencies. This shows real local leadership, as shown by Foundation Housing in Leeds and Bradford.

Foundation has links with many local agencies as well as links with Jobcentre Plus in order to give the service users the best opportunities to receive either employment or training. The service provider has employed a former service user to work in their Bradford team and 12 former service users currently work as volunteers across their branches. In addition to developing employability skills, this provides a way for Foundation to evaluate how individuals cope with employment as well as giving them the opportunity to return something to the organisation.

MAPPA (Multi Agency Public Protection Arrangements) play an important part in Foundation's partnership work. In one instance MAPPA decided that there were too many agencies within the Leeds area, overloading a client. Foundation was appointed to be the lead organisation for this individual, due to their well known high quality work and the level of trust established with this client. The success of this lead organisation approach is now an accepted standard option when planning for difficult clients.

A few years ago, the rate of service users achieving independence through Supporting People services was 59%. Leeds Local Authority asked service providers to attempt to increase this number to 70%. Due to innovative work and a reconsideration of their services, they managed to increase it to 82% within a year. Foundation managed to get 86.8% of service users into full independence within the 2008/2009 period, by providing needs-led, individualised, holistic support to service users.

13. Supporting effective pooling & aligning of budgets – The third sector at its best delivers a holistic service based on the needs of the user, which may cross 'departmental' boundaries. Siloed funding and commissioning arrangements frustrate third sector organisations in offering services designed around the needs of the individual. Techniques explored in the pilots such as pooled budgets, more intelligent and co-commissioning can potentially overcome these departmental silos. More work needs to be done on the benefits of commissioning the third sector in this way, and the possibility of third sector organisations pooling budgets themselves.
14. Appropriate spatial levels – Making a decision at the smallest, lowest or most competent level of authority is the natural progression from Whitehall to town hall, and to neighbourhood, ward or street level.

15. Involving communities in decision-making at ward level through the use of Local Action Teams has enabled local statutory partners in East Riding to pool resources, and along with involvement from local Councillors and third sector organisations, the community has identified local issues, and the solutions.

Local Action Teams (LATs) have been created by East Riding of Yorkshire Council and the Local Strategic Partnership to improve community involvement, engagement and empowerment, as part of the area's commitment to 'Vocality' – giving a VOice to the loCALITY.

Local Action Teams deal with issues related to all public services, allowing priorities to be discussed at a local level, and connect with operational services and the voluntary sector to address them. They are jointly-funded by the council, police, health and fire and rescue, focused on neighbourhood working.

Activities are directed by the communities themselves, who are engaged by the third sector representatives on the LATs. Priorities for local actions are decided by involving local communities, and third sector representatives on the LATs have a key role in that involvement. Projects have included work with a local school to reduce congestion and risks to safety during the school run. Traffic flow, safety and air quality have all now improved following the action of the LATs, which secured resourcing and buy-in from the community to develop a parking site. Other work on anti-social behaviour has reduced the number of incidents reported by up to 50%, through effective engagement with local residents and provision of improved services.

A collaborative approach to tackling problems meant that East Riding was awarded a Green Flag for pooling resources to target local priorities under the Comprehensive Area Assessment.

16. Personal Budgets - Some decisions are most appropriately taken at the level of the individual. The Government is increasingly devolving budgetary control to individual services users. However, to function effectively individual budgets require high quality information, advice and brokerage. These services play a crucial role in enabling service users to exercise real choice, by ensuring they have an informed understanding of the options available to them and can access and maintain engagement with their choices, enhancing the impact and value of the expenditure. Third sector services are often user-led, providing peer-support services. While there are some strong examples of practice, the scale, coverage and capacity of such services is inconsistent across the country and there is a need to develop this market of provision.

Through the Innovation Exchange, the Cabinet Office is testing the effectiveness of brokerage in enabling third sector innovators to develop

effective public service responses. The Innovation Exchange is developing a model that helps commissioners to harness the best ideas within the third sector along with wider social investment. Through these brokered relationships, ideas can be incubated into scaleable, sustainable and effective public services. The Innovation Exchange is currently testing this approach across two public service areas (independent living and excluded young people) and will be launching a new 'green' programme on innovations that reduce carbon reduction by April 2010.

Slivers of Time is part of the Innovation Exchange's 'Independent Living' Next Practice Programme. The Innovation Exchange has brokered relationships between Slivers of Time and a number of social care commissioners. As the use of personal budgets grows, localised markets for care make connecting those looking to receive and provide care increasingly important. In response, Slivers of Time has developed a 'person-to-person' online market place, service users have an instant view of all available providers for their requirements, each of them priced. This allows them to get most value from their budget for their particular preferences. The market evolves organically as providers have immediate feedback on buyers' priorities in their area. Engagement with local authority and primary care trust commissioners has played a crucial role in developing this new service.

### **Commissioning for place and incentivising co-production and prevention**

17. Co-production and co-commissioning – Collaboration between citizens and public service providers to design public services can result in appropriate, targeted and effective services. Third sector organisations can provide a vehicle for citizen involvement and, as a result, a more holistic and person-centred understanding of need can emerge. This understanding can shape co-commissioning arrangements between local commissioners, reduce duplication and ensure services are targeted effectively.

In Milton Keynes the third sector has worked with the Community Safety Partnership (CSP) to both co-produce and co-commission services for excluded adults with multiple needs. The Link Worker Plus (LWP) Scheme works with adults who have a range of problems, but have not been able to resolve them through engagement with local support services. LWP provides crisis care as well as educational and volunteering support for excluded people whose lives have been stabilised.

The third sector has been central to both the design and commissioning of the LWP scheme. Revolving Doors Agency (RDA), a mental health and criminal justice charity, initially worked with the Community Safety Partnership (CSP) to identify local need and determine the gaps in service provision, engaging with individuals that statutory agencies struggle to reach. Having identified the client group and their specific needs, RDA and the CSP worked together to design a service model which would most effectively deliver the best outcomes for this group.

Both agencies then successfully applied to the Adults facing Chronic Exclusion (ACE) programme to fund the LWP scheme. P3, a social inclusion charity, were then chosen to provide the service as a result of a joint tendering process run by RDA and the CSP. The LWP scheme is being evaluated as part of the ACE programme which will report in August 2010. However LWP is already demonstrating positive outcomes with 2008/09 data showing that of all clients:

- 64% improved their mental health;
- 40% reduced involvement with the Criminal Justice System; and
- 44% reduced use of crisis services.

18. Comprehensive early assessment of individuals – In conjunction with local statutory providers, the third sector can undertake outreach to ensure individuals needing early intervention and preventative services are identified and assessed. This can have a startling reduction in the use of more acute services, as seen in the Partnership for Older People Programme.

In Bradford, the local third sector has been central to the success of their local POPP projects supporting older people with mental health issues. As part of their POPP project Bradford developed a network of 16 Wellbeing Cafes which enable both carers and older people feeling isolated, depressed or becoming confused or forgetful, to meet up with others going through a similar experience, in a social and relaxed environment. The cafes are run by a range of third sector organisations and held in local community settings. This ensures engagement with the right people and that individuals sometimes excluded from mainstream public services feel comfortable attending.

The cafes deliver a supportive social environment and a programme of entertainment, health education, and exercise. They also provide open door access to other support services for older people with mental health issues and their carers. This model therefore provides both social interaction for older people as well as a direct link to a range of services which could provide support for conditions before become acute. Three of the 16 cafes are “Communities of interest wellbeing cafés” which cater for Bradford’s largest diverse communities. These Cafes take account of diversity of cultures, languages and religious consideration and provide an opportunity for older people from potentially more excluded communities to access services at this early stage.

The well-being café project has been evaluated by the University of Bradford as part of the wider POPP project in Bradford. This research found that users displayed a positive improvement in depression scores alongside reported improvements by some end users with respect to social inclusion and well-being. The evaluation argued that the implications of these findings for the health and social care economy include ‘potential savings associated with relief for carers and reduced transaction costs associated with better networking within the service system’.

Alongside the Wellbeing Cafes, the third sector plays a further role in the preventative network for older people through a range of wellbeing activities, commissioned from the "Wellbeing Activity Fund". Small grants have stimulated innovative ideas to promote the mental wellbeing of local communities, particularly those most excluded. These have also been positively evaluated.

19. Organising public access to services – Third sector organisations provide a familiar and trusted point of contact for some of the most chaotic and marginalised parts of society, as well as those who simply do not have frequent contact with public sector. Through engaging with the third sector, statutory bodies can identify how best to reach their residents, as happened in Colchester.

Colchester Borough Council's credit crunch team identified young people in debt – the so-called 'IPOD generation' (insecure, pressured, over-taxed and debt-ridden) – as one of the major groups affected by the economic downturn and therefore an important segment for the council to focus on in terms of council tax debt.

Further research into the behaviours of this Mosaic type revealed that help would have to be taken to them rather than them coming to the council. The team therefore decided to set up a mobile debt clinic – the 'SOS bus' – to deliver advice.

The mobile advice service visited ten wards in Colchester Borough, together with its partners – Signpost Rescue Centre for unemployed people, Colchester Borough Homes and Rethink – and provided more than 500 residents with on-the-spot advice, resolutions and information according to their individual needs. It also distributed a financial survey to 250 residents using the service in order to find out more about their experiences in the face of the credit crunch.

As a result of the SOS bus tours and appointments made as a result of the debt clinic weeks, advisors saw 50 cases seeking help and payment arrangements: 37 of those cases are paying as advised; 1 case paid in full; and 1 case opted for a debt relief order with the Citizens Advice Bureau. The council found that once the customer had engaged with them they were less likely to get into arrears again and if they were struggling to pay they were more likely to seek help from Council advisors.

20. Promoting Collaboration – The third sector has an important role in ensuring user voices can be heard, helping to focus services more efficiently and effectively.

21. Recent research by the Young Foundation has found that civil society works with the state in three broad ways: through user engagement with services, volunteering, and service provision by local third sector organisations. Empirical evidence suggests that where civil society and

the state work together there is an improvement in outcomes, be it pupil attainment, patient health or cleaner streets<sup>4</sup>. As the resources for public services reduce, public infrastructure now needs to increasingly leverage in the capacity and resources of civil society to improve existing public services and deliver others themselves<sup>5</sup>.

22. A specific example of where an idea from a third sector organisation delivering in conjunction with statutory agencies has transformed service delivery for families under stress is provided by Action for Children's Family Intervention Projects.

Action for Children (formerly NCH) started up a project in Dundee in the mid-1990s to take families with multiple problems into care (a residential unit for the most extreme cases) to ensure they got the help they needed. They provided one case worker responsible for ensuring the family got the help they needed or stayed out of trouble. They soon found they were co-ordinating on average 15 agencies in the locality (from police, social services, GPs, hospitals, Schools, YOTs, etc) who before the project started didn't really share information or plan with each other.

Each family is allocated a key worker who carries out a whole family assessment and provides support and challenge by use of a multi-agency support plan and contract to encourage the families to tackle their issues. The key worker also co-ordinates the work of other agencies to ensure the family is getting the right support. They will bring in specialist support where necessary e.g. adult mental health services, drug treatment providers.

National (Scottish & English) evaluations have been done specifically on the original Dundee model and the ones since rolled out in England. The cost of reducing poor outcomes amongst the most vulnerable families, such as crime, anti-social behaviour, attendance/behaviour problems, eviction, is estimated at £250,000+ per annum per family. The average cost of a FIP intervention is £14 - 20,000.

Evidence shows that providing parenting support, or more intensive family interventions, helps parents experiencing serious difficulties in addressing their children's behaviour. The programmes result in improvements in children's behaviour as well as delivering savings to the public purse

The Department for Children, Schools and Families has now commissioned 229 projects nationally, with Action for Children delivering projects for a number of local authorities.

23. While the third sector offers a means of engaging service users in service redesign and purchasing decisions, it also plays a crucial delivery role. The best third sector providers offer services that are responsive to need. The Government has put in place a number of

<sup>4</sup> Public services and civil society working together, Young Foundation, Nov 2009

<sup>5</sup> As above.

initiatives to enable the third sector to be involved in the delivery of public services and remove barriers to their involvement (e.g. the National Programme for Third Sector Commissioning, the Cabinet Committee on the Third Sector's Involvement in Public Services, the Futurebuilders Fund and the DH's Social Enterprise Investment Fund). As a result, some third sector organisations have been able to demonstrate a saving to the public purse as the result of an investment in their way of working.

*"It does not...make sense to exclude the many excellent voluntary and third sector providers. They may not offer the cheapest contract in terms of narrowly defined cost/benefit in the short-term. But they can deliver important additional social outcomes...and better quality service which saves money in the long run."* – Rt Hon. John Denham, speech at NLGN Conference, 27<sup>th</sup> Jan 2010

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