

SCRUTINY COMMISSION - 18TH JANUARY 2006

LEICESTERSHIRE LOCAL AREA AGREEMENT

REPORT OF THE CHIEF EXECUTIVE

Purpose of the Report

1. To update the Commission on the development of the Local Area Agreement (LAA) for Leicestershire and to provide an opportunity to comment prior to it being finalised during February.

Background

2. The Commission at its meeting on the 14th October 2005 noted the first draft of the Local Area Agreement for Leicestershire. In the course of the debate the Commission was advised that the development of the Local Area Agreement would provide:

- an opportunity to break down barriers and for all agencies, statutory and voluntary, to work together to achieve their own and shared priorities;
- The ability to bring together a number of funding streams and to use these more flexibly. Partners in the LAA would be able to 'pool their funding' so that it was part of the Agreement. An alternative would be for partners to 'align' their funding to deliver the agreed priorities;
- freedoms and flexibilities which it was hoped would reduce the level of bureaucracy particularly as each existing funding streams would now be monitored within the LAA framework against a smaller set of indicators;
- additional pump-priming and reward money for certain 'stretch' targets;
- whilst working relationships with District Councils was good there was a need to engage the District Local Strategic Partnerships (DLSPs). (For example DLSPs could play an important role in identifying centres in market towns and villages which could be targeted in the Agreement);
- whilst some of the objectives and priorities were taken from existing policies/strategies, it was hoped that by including these in the LAA the delivery of the target would be improved as a number of agencies would be involved. In particular, the role of the voluntary sector would enable the involvement of volunteers and community groups in areas of activity where hitherto they had not been involved;
- a detailed delivery plan would be developed which identified how each outcome and indicator would be achieved and who would be responsible for achieving it.

With regard to the development of detailed targets and monitoring of performance, the Commission was of the view that:-

- in relation to each priority the targets should highlight the added- value that it was hoped would be achieved by agencies working together;
- consideration should be given to establishing a mechanism whereby scrutiny processes within participating agencies, particularly the County Council and District Councils, could be developed to avoid multiple scrutiny of the LAA targets.

3. The timetable for the preparation of the LAA is prescribed by the Government Office for the East Midlands (GOEM). A second draft of the LAA was submitted on the 8th November 2005 and circulated to Members as an Information Item on 14th November. It is also available on www.leicestershiretogether.org. A penultimate draft is due to be submitted on the 3rd February 2006 and the final draft on the 21st February 2006. Arrangements have been made to ensure the LAA is considered and signed off by partners during February. This includes the County Council's Cabinet on the 13th February and the Leicestershire Together Board on the 21st February.

4. The general comments in the response of GOEM to the 2nd draft LAA are attached as Appendix 1. These comments are also addressed in the main body of the report below.

Current and Future Work

5. Officers are working to prepare the penultimate draft of the LAA with particular attention to:

- agreeing with Government the twelve reward targets;
- establishing financial procedures and agreeing these with partners
- establishing the performance management framework and agreeing this with partners and GOEM;
- finalising indicators, targets and funding streams;
- finalising the business case for freedoms and flexibilities and agreeing these with GOEM

6. Once the penultimate draft of the LAA itself is finalised officers will begin to prepare a Delivery Plan that will set out clearly how each outcome will be achieved with responsible partnerships, agencies and individuals identified along with allocated funding.

7. Leicestershire Together has agreed that a 'lessons learnt' review should be undertaken during the early part of 2006/07 to inform further stages in the review and implementation of the LAA.

Key Issues

8. The following sections address the issues raised by the Commission at its last meeting and by GOEM in its last feedback.

District-based Local Strategic Partnerships

9. A working Group of District-based local strategic partnerships has met on two occasions to consider what the role of these partnerships in delivering the LAA should be. A draft proposal is attached as Appendix 3.

Measuring added value

10. The Commission requested that each target should indicate the added value that will be achieved by agencies working together.

11. In response to this and other comments on the first draft of the LAA, the second draft incorporated an explanation of the selection and purpose of the outcomes selected in each block which goes somewhat towards this recommendation. The text from the second draft LAA for older people and safer communities blocks are attached at Appendix 2 for illustration.

12. It is also proposed that the role of 'added value' in the selection and delivery of the outcomes in the Agreement should be a key element in the 'lessons learnt' review of the LAA preparation stage referred to in paragraph 7 above.

Scrutiny processes

13. The Commission proposed that a mechanism should be developed to avoid multiple Scrutiny processes

14. In view of the process so far followed and the timetable for submission, it may be appropriate for members to consider at this stage issues of clarification, particularly in relation to outcomes and targets, rather than major issues of principle.

15. The issue of monitoring compliance with the targets in the Agreement and avoiding multiple scrutiny is not entirely straightforward. Clearly the Leicestershire Together Board has an ongoing role in co-ordinating delivery of the outcomes. The County Council has a statutory responsibility to set up such a county-wide local strategic partnership but also is the responsible or accountable body for the purposes of the Agreement as a whole. All partners to the Agreement will have responsibility for monitoring their own contribution. It is important in this context that there is some co-ordination between Cabinet and Scrutiny as to their respective roles and it may be that the appropriate role for scrutiny is to ensure that Cabinet is taking the necessary steps to deliver the outcomes.

16. More broadly, the Local Area Agreement, along with the Medium Term Corporate Strategy and the Annual Corporate Plan (previously the Best Value Performance Plan), should form a key document for scrutiny committees in planning work programmes. It may be that the most effective approach for scrutiny in this context would be to identify a theme or objective within the agreement and to then develop terms of reference for detailed work to be undertaken by scrutiny committees (or panels) with a view to formulating proposals for policy development or options for implementation of the objectives at the next stage.

17. This work would appropriately involve contributions from other agencies and, in due course, recommendations to Cabinet.

'Telling the Story'

18. GOEM, in its second draft response, suggested that the introductory text should be amended to 'tell the story' better. Draft revised text is attached at Appendix 4.

19. GOEM also commented that the proposals for geographical targeting should be drawn out more. A proposal for the areas to be targeted is currently being consulted upon and is attached at Appendix 5.

Indicators and Reward Targets

20. GOEM identified the need to define and agree the indicators and targets as the main risk to the LAA being completed on time. This has been the focus of work over that last month and a report on progress will be provided at the meeting.

Performance and Financial Management

21. Proposals for the governance, performance management and financial management of the LAA are set out in paragraphs 18 to 25 of Appendix 4. The main features of the proposals for financial management are to manage the risk to the accountable body (Leicestershire County Council) while minimising the additional processes and bureaucracy. A financial protocol to be signed by all first level recipients of funding is currently being finalised.

Equal Opportunities

22. The LAA addresses a range of needs including those of specific areas and groups. It will be subject to an equality impact assessment.

Resources Implications

23. The LAA deals with existing funding streams. Funding may be made available from the PSA1 reward grant to pump prime the achievement of targets along with the £1.3m from the Government to pump prime the achievement of the reward targets only.

Conclusions

24. This report summarises progress in developing the Local Area Agreement for Leicestershire since the Commission last considered it in October. The views of the Commission are invited.

Officer to Contact:

Andy Robinson 0116 265 7017 arobinson@leices.gov.uk

Background papers

The 1st and 2nd Drafts of the LAA and other LAA background documents can be found on www.leicestershiretogether.org.

GOEM response to the 2nd Draft of the Leicestershire LAA

Thank you for Leicestershire Together's draft LAA submission which we received on 9 November. As for the previous draft, we have consulted with a wide range of regional and other partners and have set out our feedback below.

Generally, we recognise that a lot of work has gone into this draft, and many comments from our previous feedback are now reflected. We also recognise that partners have worked hard to maintain a genuinely inclusive process, and develop further engagement across the partnership as well as consulting wider stakeholders. We are pleased that across the blocks partners appear genuinely determined to make a step change in more integrated and smarter provision of services.

Much more work needs to be done to move the document towards a position when, together with external partners and Government departments, we can begin to sign off elements or sections and focus on any big issues that may need resolving.

To progress your LAA, we would encourage you to focus on the following key issues:

- telling the story: strengthening the links between strategic priorities, rationale, outcomes and indicators across the blocks;
- developing and reviewing indicators to achieve a manageable number of robust, measurable and appropriate indicators, and identifying baselines and targets;
- developing the rationale for and details of reward targets;
- agreeing funding streams and whether these will be pooled or aligned;
- developing business cases for priority freedoms and flexibilities;
- engaging partners and relevant organisations, in particular to develop indicators and delivery mechanisms, agree funding streams and arrangements and discuss freedoms and flexibilities;
- developing further details on performance management, monitoring and reporting arrangements.

We have again set out in Annex 1 general comments (covering the points above and some additional points) as well as comments on each of the blocks.

NEXT STEPS

We hope that the meeting arranged for 23 November will provide an opportunity to discuss many of the issues above for the different blocks, and would encourage local representatives from all blocks to attend.

As you know, the penultimate draft submission is due 3 February 2006, by which point we will need to have effectively agreed and signed off most if not all of the document. For many elements of the documents we will not be in a position to start doing this without relevant detail, in particular on reward targets, other indicators and targets, funding streams, and freedoms and flexibilities. We would therefore suggest two

interim target dates for gaps to be filled in, 9 December for the reward element details, and 5 January for all remaining gaps. By working with you towards that, we would hope to agree much of the content informally as we go along.

I hope these comments are helpful. Please contact Julia Patrick (tel. 0115 971 2562) to clarify or discuss any of the points raised.

Jan Sensier

Deputy Director, Leicester and Leicestershire

ANNEX to APPENDIX 1

GENERAL COMMENTS

Telling the story

We recognise that much work has been carried out to refine the front section of the LAA and develop the contexts for priorities in the different themes. We particularly like the commentaries for each of the themes, which help to understand the rationale for the priorities better.

Nevertheless, feedback from external partners continues to suggest that they are finding it difficult to follow the thread from strategic priorities, to rationales for different themes, to outcomes and through to indicators.

The front sections, in particular 2 and 3, now appear more concise. The real focus for the LAA seems to stem from the issues identified at the beginning of section 3 (prevention, supportive communities, and better access to services). These issues were recognised by regional and national partner organisations as a good reflection of the purpose of the Leicestershire LAA. Leicestershire partners may therefore wish to consider highlighting these tangible priorities more upfront in the document. Similarly, instead of the more generic descriptions of LAA aims from the Visioning Conference (page 5), identifying the key issues might help give the document a more 'Leicestershire' feel.

You also state (page 6) that reducing inequalities is a central theme of the LAA. Given the relatively affluent profile of Leicestershire as a whole, we wonder whether more could be made of this theme upfront. Linked to this, on page 6 you refer to community profiles that will be supplemented by other data and local knowledge. We recognise that the partnership intend to do more work on this, and look forward to seeing how local priorities will be reflected across the different themes to provide focus and tackle inequalities where appropriate, for example in the Stronger theme and for neighbourhood approaches.

As examples of strong narratives that lead clearly into the different blocks, you may wish to consider the latest drafts of the LAAs for Leicester and Nottinghamshire, both of which have been highlighted by partners.

A further suggestion was to include templates for each theme straight after the relevant commentary. Finally, some sections of Appendix 5 (Shared Leicestershire Community Strategy Priorities) remain to be completed.

Indicators

In much of the document, the development of indicators and targets does not appear to have progressed much since the last draft, and we know that partners recognise that much more work needs to be done. We have set out specific comments under the different themes below where relevant. Generally, we would like to reiterate that we do not require the LAA to contain all indicators reflected in all relevant national PSAs or local strategies (apart from the mandatory outcomes and indicators set out in the Guidance). We support your rationale for identifying outcomes set out in section 4 (page 6). We would like to encourage partners to:

- be realistic and use existing indicators and targets where possible. Many indicators seem to be new or slightly different to existing ones, and / or to require much further work;
- ensure you know that your indicators are measurable and you will be able to collect the information;
- consider what indicators are really necessary for purposes of the LAA. A reduced number of indicators will not prevent partners from measuring further indicators for internal purposes;
- consider avoiding duplication of indicators with external performance management processes, unless the indicators specifically support the aims of the LAA, e.g. to measure outcomes that require partnership working and will add value, or improvement priorities.

If partners feel that assistance or expertise in developing and examining indicators would be helpful, we will be happy to provide or broker expert advice, depending on the theme.

Reward targets

We see this as a key risk for delivery of the LAA on time.

More work needs to be done to develop reward targets across the different themes. We have set out specific comments where we can under the different themes below. ODPM Guidance on the reward element has now been issued, and we would encourage partners to examine the relevant sections closely to develop or adjust the proposed targets further. In addition, we have already discussed the need for close working between local partners and GOEM colleagues over the coming weeks, to develop individual reward targets.

Generally, we will need to be satisfied of the following:

Is there a clear rationale for choosing this outcome/ target for reward? Are there any obvious improvement areas where a stretch target would be appropriate?

Do the indicators work? Are they outcomes or outputs rather than inputs? Are they measurable? Can partners collect the data? Where baselines remain to be determined, have targets and stretch been identified?

Do the suggested numbers represent a realistic and challenging stretch as well as value for money?

Funding Streams

On funding streams, you have noted that further work will be needed between partners to refine funding streams and to agree pooling and/ or aligning proposals. Do you have a clear idea of when and how this work will be carried out? We will need to have these details as soon as possible in order to negotiate pooling of funding with central Government departments, e.g. Sure Start, Supporting People and Connexions.

Freedoms and flexibilities

As we have explained before, more work would need to be done on most of the proposed freedoms and flexibilities for us to begin to consider them. The later we receive details of requests, the less chance we will have to gain agreement from central Government departments in time for sign off, particularly where there are complex issues. Partners may wish to consider prioritising requests and focusing on a smaller number. We have included specific comments below for each of the themes where relevant.

Partners may wish to consider the latest draft of Nottinghamshire's LAA, which contains business cases for the freedoms and flexibilities requests.

Engaging partners

A number of funding streams, delivery mechanisms and freedoms and flexibilities require further engagement of and discussions with partners. Specific comments are set out below for the different themes.

Performance management

We will need to be very clear in the agreement itself about Governance and accountability, financial management and monitoring arrangements (see page 10 of the LAA Guidance). We understand that Wigan's LAA is regarded as good practice in this field. You may also wish to consider the latest LAA draft for Northamptonshire, which contains a good example of how performance management arrangements may be set out.

District involvement

We are pleased that district engagement has continued to grow, and that district responsibilities are evident in the cleaner, greener theme, and suggested across all other themes, in particular through some of the cross-agency working. We hope district authorities and their LSP partners will build on these proposals to lead the delivery of many of the key priorities.

It has been suggested that housing, in particular links with vulnerable groups, could be brought out more as a key priority and /or cross cutting theme for Leicestershire, with districts taking a lead role. You may wish to consider this.

VCS involvement

The Statement on VCS involvement now sets out broadly how some VCS organisations have been involved in the shaping of priorities, and we understand that there is now more systematic engagement with the LAA. We would like to understand more about how partners propose to take forward next steps, including the challenge

highlighted on page 41 to enable VCS organisations to 'enter the world of competitive tendering'. If not already the case, partners may wish to consider investigating the BEST (Benefiting the Economy & Society Through) (Public Sector) Procurement programme, which enables social entrepreneurs to take more advantage of contracting opportunities with the public sector. Please let us know if you would like further detail.

Equality and diversity

We understand that more work will be done to consider the impact of LAA outcomes in relation to BME and other minority groups across the different blocks, and look forward to seeing further details.

We were pleased to see the launch of the BME Citizens' Jury on 15/16 November.

In accordance with the general duty on public authorities to promote race equality and good relations between persons of different racial groups, community cohesion strategies should show how they intend to address historical imbalances to achieve equality of outcome for BME groups, with progress monitored. We would like to understand whether partners have considered the lessons from the Charnwood Community Cohesion Pathfinder.

Transport

Whilst the LAA makes some good connections to transport (such as road safety in the Healthier Communities block and cycling and walking as part of the Cleaner Greener block) on the whole, we feel it misses some opportunities to achieve added value through tapping into the accessibility work being carried out through the Local Transport Plan.

Further comments are set out in relation to specific themes below.

Sustainability

We understand that you will be carrying out a rural-proofing exercise. You may also wish to consider the Leicester LAA, which is regarded as a good practice example on considering sustainability issues.

We will be providing further guidance on sustainability issues separately.

LAA Block Commentaries (extract from 2nd Draft LAA November 2005)

5. LAA Blocks – Commentary

This section of the submission provides commentary on each LAA block. This identifies the approach and rationale for the proposed outcomes; rewards, requests for freedoms and flexibilities; funding assumptions, delivery mechanisms etc.

5.1 OLDER PEOPLE

Statement on Outcomes

Evidence from wide range of research indicates that independent older people value

- having choice and control over how they live their lives
- being able to contribute to the life of the community as well as to accept help
- comfortable homes and safe neighbourhoods
- opportunities to learn and to spend time with others
- being able to get out and about, being able to keep active and healthy
- having adequate income
- information about what is available
- being listened to.

(Audit Commission 2004)

It is our intention to use the LAA to improve the quality of life and well-being of older people in Leicestershire by strengthening our partnership arrangements to support key health, social care and housing strategies. Older people include a diverse group of people often with different aspirations and different experience of statutory services. For the purpose of this LAA we will be targeting different older people depending on the objective. In the main it will be people over 60 who are vulnerable but the indicator for increased leisure activities will include people from 55 years.

We recognise that to support increased numbers of older people to live healthier lives in their own homes we need to work in a more collaborative way across a wider range of agencies to identify and reduce the risks that impact on loss of independence at an earlier stage.

To do this we need to develop a range of new and ‘underpinning’ services and to achieve a ‘*shift in culture*’ where professionals from different agencies recognise their contribution to a holistic approach and identify factors that may impact on an older persons’ quality of life and independence that may be beyond their normal remit. A particular focus throughout will be to aim to prevent falls in older people

Based on knowledge of local strategies the LAA (OP block) sub-group felt that in Leicestershire there were 4 main areas where we need to focus via the LAA

- Providing a range of decent and safer housing across all tenures

- Improving the quality of life older people have at home
- Maximising income and improving use of income by Older people
- Engaging Older people in a consultative network

Many of these areas are intrinsically linked, as improving a persons' income might help their standards of living and feeling safer at home could be achieved through building up 'good neighbours' and increased activity for older people. In the early stages of the project establishing reliable data and baselines will be uppermost however as the project develops the links between different activities and outcomes should become more apparent.

Delivery Mechanisms

The over-arching group to oversee delivery of the LAA will be the CIPOP (Countywide Integrated Partnerships for Older People) This is a new group established between social care, health and independent sector and will need to be expanded to include pension services. In addition the following will be established

- Older people's consultative network across Leicestershire
- Multi-disciplinary teams to increase take-up of benefits
- Joint assessments for Older people

Age Concern Leicestershire and Rutland will be key partners in delivering the overall strategy and will be funded to establish the Older People's consultative network and to co-ordinate advice and information.

Reward Targets

The two chosen reward targets are Direct Payments for Older People and Take-up of benefits. As there is a high take-up of Pension credit in Leicestershire we will focus on take-up of housing benefit, council tax benefit, attendance allowance and disability living allowance. Both these stretch targets are fundamental to the shift in approach we are hoping to achieve. Baseline data is more readily available and clear reporting mechanisms can be easily established. As we are doing many new things through this approach other objectives require baselines to be established in year one

Freedoms and Flexibilities Requested

(To be developed further)

- Data sharing between health, social care and pensions service

Key Funding Considerations and Assumptions

Funding is being provided by LCC for project officer to establish the consultative network

Funding for housing repairs to be targeted at older vulnerable people below decent homes standards

Aligning of resources for home improvement agencies
Use of assistive technology grant from April 2006
Ring-fenced supported people funding for OP services

In year two alignment of PCT and SSD budgets for developing falls services and increased support at home
Some use of training support grants

5.4 SAFER COMMUNITIES

1. Statement on Outcomes

The overall aim is to deliver outcomes which improve community safety and reduce the fear of crime and anti social behaviour.

Following consultation 7 outcomes have been identified within the Safer Block and are drawn from the 3 national PSA outcomes, common priorities identified within the 7 District based Crime and Drugs Reduction Strategies and priorities identified by partner agencies and other stakeholders at the Leicestershire Together LAA conference held in June 2005.

The principle has been to create outcomes and targets that exploit the strength of the LAA to improve service delivery by promoting partnerships working.

The outcomes chosen present a comprehensive package of measures which address the key local drivers behind Crime, Anti Social Behaviour and fear of them.

The outcomes complement each other and are compatible with existing CDRP and County wide reduction targets. The discussions to formulate these outcomes were informed by data and conclusions drawn from the CDRP audits, Police and other agencies assessments, and a comprehensive partner consultation exercise.

Generally the outcomes stretch partners beyond their current individual capacity and challenge us to develop improved co-operation. Some of the indicators therefore require developmental work to establish a consistent measurement regime with sufficient data to identify trends and set reduction targets.

Specific issues relating to each outcome are described in the comments section of the chart at appendix 6.

2. Delivery Mechanisms

Governance of the Leicestershire LAA, Safer Communities block, will be provided by the Leicester, Leicestershire and Rutland Community Safety Programme Board (CSPB). The detailed structure is set out in the diagram at appendix B.

The LAA Champions Group will lead for the CSPB and will report to the full CSPB at its quarterly meetings.

The officer level Delivery Team, will support the Champions Group and coordinate delivery. This group will include the leaders of all the county LAA outcome work streams.

The funding group has been established to oversee the allocation of money within the Safer Communities block.

The Core Performance Group (CPG) coordinates delivery of priority work streams on behalf of the CSPB. It will assist to ensure that work undertaken within the Leicestershire LAA delivery mechanisms is appropriately coordinated with the Leicester City LAA and the Community Safety strategies within Rutland.

Through this delivery mechanism it is intended to develop the cross cutting themes of problem neighbourhoods, prolific offenders and substance misuse. The outcomes created approach these themes from the perspective of individual offender rehabilitation and diversion, reduction of harm and fear within the wider community and geographical reduction work.

The emerging delivery plans for each outcome area is as follows:

Outcome 1 – Overall Crime Reduction

The Targets within the Crime reduction outcomes are in line with the national PSA reduction agreements set this year. The police have a key role in helping to deliver these targets, building on arrangements set out in local crime and drugs reduction strategies.

Reducing violent crime is a particular priority for the Community Safety Programmes Board and work is in progress to develop a delivery plan to achieve this.

Particular emphasis is placed on the reduction of revictimisation within domestic violence and hate crime. These are difficult area's to precisely define to ensure that targets are sustainable. This work has started and it is hoped that we will be able to stretch the domestic violence target and negotiate a planned reduction as a LPSA target.

Outcome 2 – Reduction in Offending by PPOs

A comprehensive delivery plan is already in place for the implementation of the PPO Strategy across Leicester, Leicestershire and Rutland which includes a central multi-agency group to identify and monitor PPOs including those not on statutory contact; local multi agency planning and monitoring of all PPOs via Local Offender Management Panels; provision of a PPO premium service; multi-agency teams (police, probation, drugs staff) to deliver case management overseen by a PPO strategic manager. The delivery plans will need further development if a PPO stretch target is agreed.

Outcome 3 – Reduction of ASB

A true reflection of the level of anti-social behaviour within the county may be helped by the introduction of the multi agency Single Non-Emergency Number (SNEN) and the enhanced engagement with priority neighbourhoods through neighbourhood policing.

A co-ordinated multi-agency approach has been developed and will be adopted for all prevention, support and enforcement ASB work with a view to improving public confidence and reducing fear of ASB. A comprehensive delivery plan is being

developed which builds on a range of existing delivery mechanisms. This includes the work of the YISP Team, District ASB Co-ordinators and ASB Teams, as well as additional PCSOs.

Outcome 4 – Reduction in Harm Caused by Illegal Drugs and Alcohol Misuse

Delivery of the drug users in treatment target will be overseen by the Leicestershire DAAT Adult Drug Treatment Plan 2006-07. There are robust performance management processes already in place. Progress will be monitored on a quarterly basis. Key to achieving targets will be workforce development over the next 3 years, and improving information systems. Delivery of the alcohol targets will initially require baselines to be established, and the development of a performance management framework as well as a detailed delivery plan. It is anticipated that the DAAT hosted Alcohol Harm Reduction Group will have a key role in developing this element of the outcome with links into the Health Block of the LAA.

Outcome 5 – Youth Crime Prevention

We would like to focus on reducing the rate of re-offending amongst young people who receive a police reprimand as first time offenders and who currently receive no other intervention.

The current re-offending rate for this group in Leicestershire is unacceptably high. The current Youth Justice Board target is to reduce overall re-offending by 5%. In fact, there has been a significant increase in the re-offending rate amongst reprimanded young people. Compared with the baseline of a 21.6% re-offending rate for the 2000-2002 cohort, the re-offending rate rose to 32.9% for the 2001-2003 cohort (an increase of 52.3%) and to 31.2% for the 2002-2004 cohort (an increase of 44.4%). We would aim to actually reduce re-offending by this group by 6%, a stretch of 1% over the 5% reduction in re-offending national target, a significant and challenging improvement over current performance. (We are also considering a composite target in relation to vulnerable children shared with the children and young people's block.)

Outcome 6 - Improving Public Confidence and Reassurance.

The delivery of this outcome will be largely achieved through the successful delivery of all the other Safer Communities outcomes. However, changing people's perceptions following real improvement across the outcomes can only be achieved through effective communication and genuine engagement with communities and individuals in order to address their concerns. An overarching communications and consultation strategy building on existing partner agency confidence and reassurance plans and priorities is essential. A strong cross cutting approach to delivery with other LAA blocks such as the Stronger Communities and Older People in particular will also be crucial.

Outcome 7 – Reduction of Vulnerability in Priority Neighbourhoods

Identification of priority neighbourhoods is part of the targeted geographical element of the developing overall approach of the LAA. Significant added benefit will be achieved by working in a co-ordinated way across all the 7 LAA blocks in agreed priority areas. A comprehensive neighbourhood improvement plan produced in conjunction with the other Blocks will need to be developed. We also will explore the creation of multi-agency neighbourhood improvement teams involving eg Police Beat Officers, PCSOs, Leisure Development Officers, Open Spaces Officers etc. It

will be particularly important to ensure that neighbourhood improvement plans and the development of neighbourhood improvement teams link to and complement the development of the Neighbourhood Policing initiative.

The themes described above are linked as indicated in the template in Appendix 6, with each other and also with other Blocks within the LAA.

3. Reward Targets

There are three possible reward target areas:

- Domestic Violence
- Prolific and Other Priority Offenders (PPOs)
- Youth crime prevention

Domestic violence continues to be a high priority issue across the partnership and it represents a significant proportion of all violent crime (25%). We wish to build on previous LPSA work, learning some of the lessons regarding the complexity of the target area. We would wish therefore to put forward a reduction in repeat incidents as a stretch target.

PPOs are another high priority area both locally and nationally and although a complex national performance management framework has been developed, little in the way of target setting has been included to date. Stretching performance in this area will not only have beneficial impact in respect of the PPO outcome but will also help to deliver improved outcomes in overall reduction of crime. A stretch target in relation to reduction in re-offending rates by PPOs is therefore proposed.

Youth crime prevention - We would like to focus on reducing the rate of re-offending amongst young people who receive a police reprimand as first time offenders but no other intervention. The current re-offending rate for this group in Leicestershire is unacceptably high. The current Youth Justice Board target is to reduce overall re-offending by 5%. In fact, there has been a significant increase in the re-offending rate amongst reprimanded young people of 52.3% (2001/03) and 44.4% (2002/04) compared with the baseline set in 2000/02. We would aim to actually reduce re-offending by this group by 6%, a stretch of 1 over the 5% national target, a significantly bigger improvement over current performance. (We are also considering a composite target in relation to vulnerable children shared with the children and young people's block.)

4. Freedoms and Flexibilities Requested

We have the following freedoms and flexibilities requests:

Reduction in levels of PPO monitoring.

The national PPO strategy performance management framework requires monthly reporting across an array of performance information categories and recent changes to the framework have led to agencies being requested to collect yet more information. This PMF is largely about process rather than measuring outcomes. Currently we have no capacity for establishing a baseline on reconviction rates and

to continue to monitor re-offending. If there was relaxation of the monthly central reporting this would free up performance officer time to develop our systems for monitoring re-offending and enable us to develop a much more outcome focussed PM regime.

Relaxation of the ring fencing of drugs treatment budgets.

We have included a reduction in the harm caused by alcohol as well as illegal drugs as one of our outcomes but funding to tackle alcohol issues is very limited. Given that the adult treatment budget will be given a 40% uplift in 2005/06 we are asking for agreement to use some of this additional funding to enable us to resource the delivery mechanisms we need to have in place to achieve this outcome. At its meeting held on the 7th November the Leicestershire DAAT agreed to support in principle this F&F request, although it will need to consider the detailed business case at its next meeting on the 9th January 2005 before it can finalise its position.

Relaxation of the capital / revenue split.

It is recognised that the Treasury does not allow capital provision to be switched into revenue budgets and distinguishes between the long term value of capital spending which produces a stream of services over time and current spending where benefits are realised and consumed in the same year that the spending occurs.

However for relatively small grant allocations such as Building Safer Communities which has a small capital element, the experience of CDRPs is that it is difficult to make sensible and strategic capital spending decisions which will realise significant benefits over time. We wish to have more flexibility in the use of the funding and move away from a position of either underspending on the capital element or using it for capital projects or purchase of equipment of doubtful strategic value.

More flexible use of youth offending funding (YJB)

APPENDIX 3

PROPOSALS FOR THE ROLE OF DISTRICT-BASED LSPS

District Local Strategic Partnerships (LSPs) involvement in the delivery of Local Area Agreements

Discussion paper prepared by Christine E. Fisher, Chief Executive Northwest Leicestershire District Council for District LSPs consideration.

Introduction

The ODPM are currently consulting on how District LSPs could be involved in the successful delivery of the LAAs. In response to that consultation the District LSP representatives at their meeting on the 12th December requested a paper to set out a flexible framework. It is intended this paper will provide sufficient flexibility and choice to the diverse range of LSPs in Leicestershire whilst retaining a coherent approach.

Why have the District LSPs involved?

The individual District LSP should determine why it should be involved as this will influence the role it could play in the future. Some examples of advantages and disadvantages are outlined in the table below:

Advantages	Disadvantages
1. LSPs have the local interest at heart	1. Could be an unnecessary extra step in the chain to delivering the LAAs
2. There is local representation across a range of sectors e.g. education, voluntary, community, local government, health, police, and business who can collectively create a plan for their area/district (the community plan)	2. If the LSPs are not efficient and effective they will not add any value
3. LSPs provide an opportunity to link issues across the LAA themes rather than working solely within one theme	3. There may be resource implications in managing the LSP contribution whether it be staff time and ICT costs
4. LSPs provide opportunities for wider engagement and therefore are potential more inclusive in how the themes will be delivered locally	

5. LSPs can play a key part in the local area working within the District which supports the delivery of the LAAs and much more	
5. The creation and delivery of the local actions to support the LAA themes would provide a purpose for the LSP and address the often quoted concern that they are able to make a difference	
6. LSPs may already have local action/ theme groups established through work can be channelled	

How the District LSPs could contribute

It is assumed that the participants within the LSPs currently attend and contribute on the basis that some of them want to make a difference by delivering improvements within their area/district.

In order to deliver improvements there are three key stages to follow;

PLAN (the creation of clear actions to achieve outcomes and improvements)– LSPs have created their own Community Plans, which have been the basis of the broad LAA themes.

Future opportunity

The District LSPs have the opportunity to adopt the LAA themes (which could be argued are broadly comparable to most Community Plan themes) and identify specific local actions which are measurable and deliverable (i.e. Specific, Measurable, Achievable, Realistic and Timebound – SMART). This would provide clarity of what exactly the District LSP, as a cohesive group, would deliver for their locality and also to the Countywide LAA.

Clearly LSPs could include other specific local issues which stand outside of the LAA themes.

DO (the delivery of the actions)– some LSPs will have existing partnerships delivering some of the themes within their current community plan such as the Crime and Disorder partnership. It is for each LSP to challenge their existing priorities and actions in the light of LAA and to determine the level of delivery they wish to undertake.

Future opportunity

The District LSPs could create or co-ordinate partnerships (or forums). In some LSPs these may already exist or just need minor amendments to mirror

the LAA themes and this will support local delivery of each of the LAA themes. This would provide the opportunity for true engagement and inclusion on a local basis to deliver key local improvements

REVIEW (monitoring that the proposed actions are being delivered) – currently most District LSPs will have their own mechanism to monitor the performance of partners/agencies to their Community Plan.

Future opportunity

This is an area where there can be a significant level of resource in terms of Officer time chasing around for performance information, which is timely and focused. It is proposed that all LSPs would consider a computerised performance system such as the TEN system which the Districts are attempting to purchase through the capacity building bid. The County is also considering this system.

Blaby use the computerised system PB and the same principal should be considered.

The benefits of a shared data system that is web enabled would be significant e.g.

All partners/agencies could view progress in “real time”
Allow reporting on a level that is set by the LSP i.e. the amount of performance information generated will be flexible to the LSP Board needs
Information on progress could be shared with the public and help the understanding in the community of the added value of the LSP
Encourage others to join a Partnership which is open, transparent and delivering
Provide evidence that the LSPs will deliver what they set out to do

CONCLUSION

The role of the District LSPs in delivering the LAA themes must be determined by each LSP. If each LSP agrees that they are working together to make a local difference then this paper sets out opportunities for the LSP to plan those improvements by involving/developing an appropriate number of partnerships/forums to deliver those local actions in order to make a difference.

The key objective would be therefore achieved – delivering efficient and effective local solutions to local issues.

Further information: if LSPs require any further information or any assistance I am happy to help.

E-mail : christine.fisher@nwleicestershire.gov.uk
Telephone: 01530 454500

APPENDIX 4

REVISED INTRODUCTORY TEXT FOR THE PENULTIMATE DRAFT OF THE LAA

'The Leicestershire Local Area Agreement

Our starting point

1 Most Leicestershire people enjoy a good quality of life. There are high levels of employment and a good quality environment. In most places there is strong community cohesion and a strong sense of community spirit.

2 However, although numbers are relatively small and their places of residence dispersed, there are vulnerable people that experience inequality of access to employment or services, have low levels of skills and/or suffer from relative poverty. There are also small areas within the County where these and other indicators of deprivation are more evident than in the County as a whole. These areas typically have higher unemployment, lower levels of skills and educational attainment, suffer most from anti-social behaviour and crime and have a relatively poor environment.

3 Independent inspections indicate that Leicestershire people are served by a range of agencies that generally deliver good or excellent services. There is an active Voluntary and Community sector that has effective links with agencies and partnerships which enable it to influence service delivery and policy development. Partnerships have been created to bring together relevant agencies and users to jointly identify priorities and develop more effective joint service delivery mechanisms. Links with users of services are generally well developed. Local Strategic Partnerships have brought a new focus on the overall needs of their areas and developed some improvements to joint working arrangements.

4 However, a lot more can and indeed should be done, to improve quality of life for all Leicestershire people through better co-ordination of service delivery on the ground, better identification and targeting of assistance to vulnerable people and more integrated strategic planning and priority setting between agencies. The Local Area Agreement has been used to achieve these objectives by:

- Focusing effort on people, families and areas that require greater support and intervention to bring them up to the County average, and
- Focusing on the priorities for improvements to those universal services that are used by everybody to improve outcomes for all.

5 This will require:

- More joining up of and innovation in service delivery
- Better arrangements for public agencies to plan and deliver services together
- More effective and jointly owned performance management
- More flexible and effective use of funds
- An emphasis on stronger communities, with equality of opportunity for all
- More emphasis on prevention
- Better access to services particularly for vulnerable people

How we intend to improve the way we deliver services

6 We will improve by:

- Being clear what our priorities are
- Getting and sharing knowledge of public priorities, backed up by a better common evidence base and shared use of consultation and other intelligence
- Being clearer where responsibility for delivery lies
- Monitoring delivery better and acting jointly to correct poor performance
- Introducing mechanisms to review and align budgets on an annual basis
- Agreeing and focusing on priority neighbourhoods
- Working to identify vulnerabilities in target areas
- Developing and applying neighbourhood management techniques
- Agreeing and focusing on the needs of vulnerable groups
- By using joint multi-agency teams more to deliver services
- Developing joint planning overall and at the theme partnership level

7 This Local Area Agreement itself represents some progress in meeting these objectives. Further progress will be made during the delivery planning phase by the end of 2005/06. However the preparation of the LAA has started off a longer term process that will bring more benefits each year.

The preparation process

The partnership

8 Leicestershire Together has led the development and implementation of the Local Area Agreement for Leicestershire. Leicestershire County Council is the accountable body.

9 Leicestershire Together is an established 'partnership of partnerships' involving a range of key partnerships and agencies, statutory and voluntary, including all seven district-based Local Strategic Partnerships (LSPs). The Leicestershire Together partners are listed at Appendix 1.

10 The LAA has been developed through inclusive governance arrangements, with leads and membership drawn from across agencies and sectors. An inter-agency Steering Group has overseen the process and made recommendations to the Leicestershire Together Board. A governance chart and the terms of reference and membership of the Steering Group are attached as Appendices 2 & 3.

11 The voluntary and community sector, through the active involvement of the Councils for Voluntary Service and Volunteer Bureaus across the County, has played a full and equal role in the development of the LAA. The voluntary and community sector will also have a key role in delivering the LAA, notably through initiatives around volunteering and developing stronger communities. Appendix 4 provides a statement on voluntary and community sector involvement. This Appendix also comments on wider community engagement and highlights action to engage with BME communities.

12 The process of preparing the LAA has encouraged partnerships to review membership arrangements so that agencies previously under represented in some partnerships, such as Voluntary and Community Service or District Councils, have a stronger role.

The Approach

13 The approach to preparing the LAA has been to:

- Use existing partnerships where they exist and create new ones only where necessary
- Use the knowledge of the priorities and needs of Leicestershire people and user engagement that exists in local partnerships and lead agencies
- Ensure that the most relevant agencies have clear and leading roles in their areas of expertise
- Ensure all the LSPs are all fully involved as 'oversight' partnerships
- Ensure that elected representatives of the eight local authorities have been involved in order to provide democratic accountability
- Provide overall co-ordination through Leicestershire County Council with the CVS and District councils providing additional co-ordination within their sectors
- Build on Community Strategies. The LAA outcomes and targets build on and help drive forward relevant Community Strategy priorities (Shared Leicestershire Community Strategy Priorities - drawn from the strategies of 8 LSP's operating within the County are outlined in Appendix 5)
- Build on the priorities identified at the Leicestershire Together conference in June 2005 which included the LAA vision, key outcomes, themes and cross cutting issues. This event was attended by 180 people – details available on www.LeicestershireTogether.org

14 In Leicestershire we have chosen to develop our LAA outcomes against the following blocks:

1. Healthier Communities
2. Older People
3. Children and Young People
4. Safer Communities
5. Stronger Communities
6. Cleaner and Greener Communities
7. Economic Development and Enterprise

15. Examples of the new approaches identified by the LAA include:

- Geographic Targeting – the following neighbourhoods (TBA) have been identified for geographic targeting. Neighbourhood management approaches will be developed to address problems across the LAA themes by joined up activity
- The development of new consultative networks for older people
- A new Healthier Communities Commissioning Body
- Joint work to provide additional targeted support to vulnerable young children, young people and families through a virtual multi-agency team
- Action to identify vulnerabilities in neighbourhoods and develop neighbourhood policing and other interventions to address these
- The development of greater confidence in neighbourhoods and the measurement of social capital and enhancing volunteering
- Development of key economic sectors and enhancing the vitality of town and rural centres through new regeneration models

Success measures

16. The success of the LAA will be measured against the achievement of the outcomes and targets contained within it.

17. The Leicestershire Together Conference also identified the following more general success measures for the Leicestershire LAA:

- Members of the public are clear about what local public service providers are doing, what they have achieved and what they are aiming to do going forward, e.g. in relation to crime and anti-social behaviour
- They, the public, also understand what the opportunities are for them as groups and as individuals and what roles they can play, within this bigger picture e.g. in relation to health eating and community activities

- Public service organisations themselves have tried and tested ways of working together effectively, underpinned by effective, transparent communication, e.g. between different organisation with an interest in economic development
- Members of the public play an active role in supporting each other, particularly in relation to more vulnerable members of the community e.g. visiting otherwise isolated elderly people; young people in particular being involved in such volunteering and community activity
- As a result of all this, a very wide range of improved public service outcomes will be addressed leading to continuously improving quality of life for the Leicestershire public.

The delivery process

The Delivery Plan

18. The partnership is in the process of preparing a delivery plan (see footnote) which will set out the actions required to implement the LAA, the organisations, partnerships and individuals responsible, the financial management and performance management arrangements and the governance framework for these. The principles that will be adopted are as follows:

Principles of Governance

19. The LAA will be governed through a family of partnerships and agencies coordinated through Leicestershire Together with Leicestershire County Council acting as the accountable body. Leicestershire Together and the LAA Steering Group will be primarily responsible for performance management and Leicestershire County Council will be primarily responsible for financial management.

20. There will be specific roles for:

- (i) County and District Council leaders – to ensure democratic accountability
- (ii) District local strategic partnerships – to oversee and coordinate delivery within their districts
- (iii) Strategic partnerships for each block – to oversee and coordinate the delivery within their blocks
- (iv) Individual agencies to maintain an overview of the elements of the LAA for which they are responsible

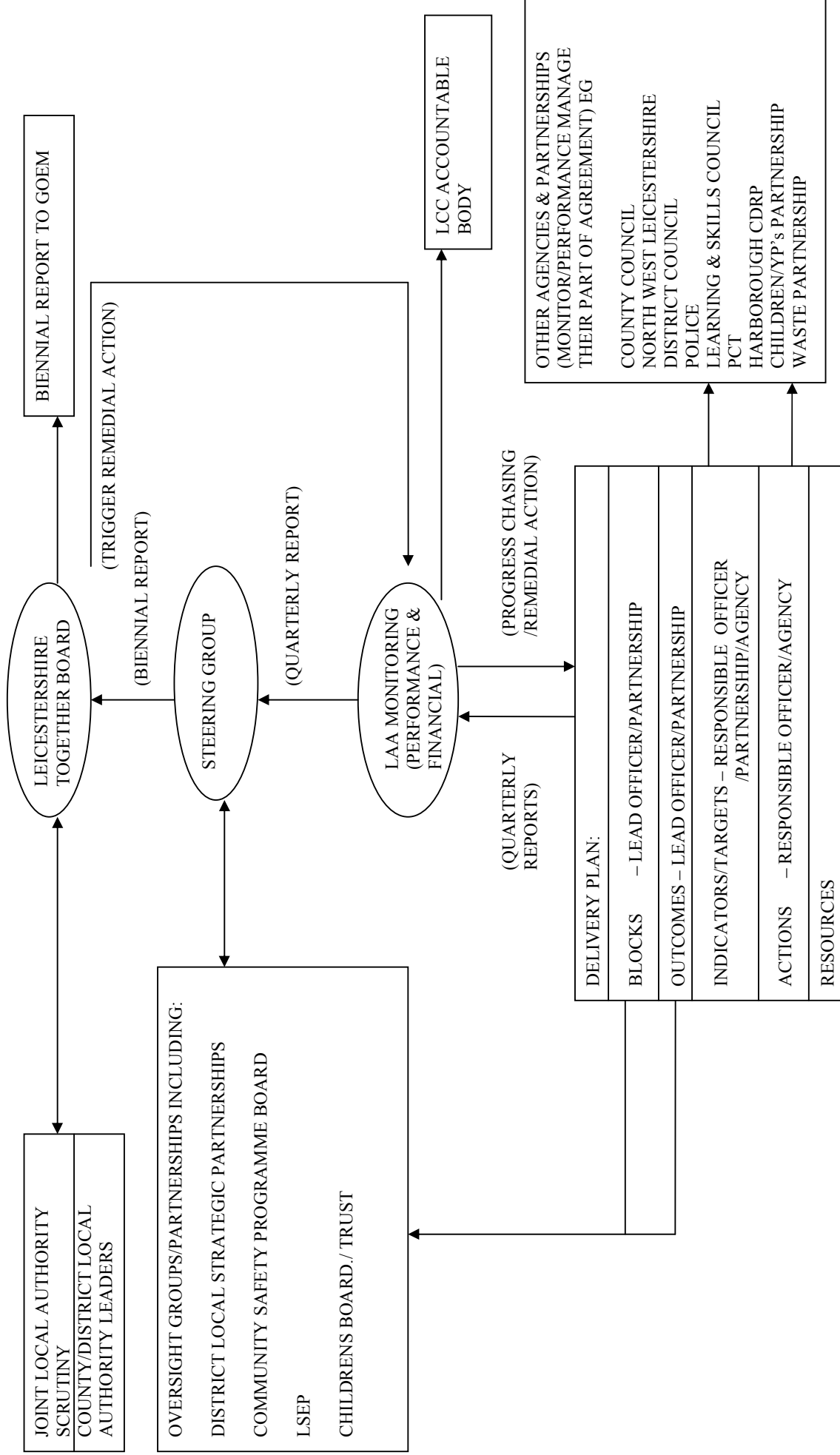
These roles are illustrated in the diagram 1.

21. It will be important that the roles of and inter relationships between partnerships are clear. A process of partnership assessment is already underway and will be continued with particular emphasis on ensuring partnerships offer value for money, internal accountability to users, a strong approach to risk management and appropriate partnership agreements.

22. The inter relationships between County and District LSP's will be examined through a peer review of Leicestershire Together and the Harborough LSP in Spring 2006. The resulting action plan will be implemented to make any necessary improvements to the governance and roles of County and District level LSPs.

**LEICESTERSHIRE LAA
GOVERNANCE OF PERFORMANCE &
FINANCIAL MANAGEMENT**

Diagram 1 -



Principles of performance management

23. The following five principles of performance management will be applied to the LAA delivery process:

- High quality and accessible information on local issues and services will be made available; probably using LSORA
- There will be clear and ambitious priorities and targets; the LAA already contains the ambition. The Delivery Plan and the performance management system will ensure that:
 - local partners are clear what outcomes/indicators they are responsible for so that they can apply their own monitoring and intervention processes
 - responsible officers are clearly identified
 - there is a clear line from individual actions and targets upwards
- There will be robust and frequent local performance management data;
 - data collected quarterly
 - indicators/targets defined by metadata
 - reported to the Steering Group quarterly
 - reported to Leicestershire Together and GOEM 6 monthly
 - there will be dedicated programme management responsible for performance and financial management
 - building on existing systems with a view to streamlining in future
- There will be a clear process for addressing failure;
 - improvement plan triggered through Leicestershire Together
 - performance will be visible to all through a web based performance management system
- Performance will be open to external challenge and assurance;
 - through a joint Local Authority Scrutiny process
 - through independent inspection regimes applying to partner organisations

Principles of financial management

24. In the first year of delivery the following principles will apply to the financial management of the LAA:

- A protocol will be developed to supplement the financial procedures of first level funding recipients. This will form part of the delivery plan and be agreed through the Steering Group and Leicestershire Together.
- First level funding recipients will be required to sign the protocol before any funds are released
- First level funding recipients will be accountable to the accountable body for the financial management of funding allocated by them to other bodies

- The responsibility for overspend, losses and costs rests with the first level funding recipient unless they have made alternative arrangements in allocating funding to other bodies
- First level funding recipients will be responsible for decisions on variance in consultation with the lead officer(s) for the relevant outcomes(s)
- Variations on spend, planned or otherwise, will be reported through the quarterly performance management arrangement
- The monitoring officer will inform outcome to lead officers, the steering group and Leicestershire together of variations and advise on corrective action

Principles of risk management

25. Understanding threats and opportunities that might affect the achievements of outcome and targets is fundamental to the success of the LAA. Risk management principles will be applied throughout the delivery period of the LAA. A risk management framework will be developed and a risk log maintained. High level risks will be reported to the LAA steering group.'