

A Community Budget for Leicestershire

Introduction

1. Leicestershire local partners welcome the inclusion of the County as one of the 16 areas to hold a Community Budget for Families with Complex Needs announced in CSR at the end of October 2010.
2. Leicestershire's political and managerial leadership have demonstrated their intention to improve the way local agencies work together to help local people achieve better outcomes over a number of years. In 2009 Leicestershire, working with Leicester City, was chosen as one of the 13 areas to pilot 'Total Place'. The resulting work on Substance Misuse and Access to Services demonstrated clearly that better outcomes could be achieved at less cost, if more effective and earlier interventions could be planned by local agencies working together and in consultation with central Government. These Community Budget proposals are based on 'Total Place' principles and learning.
3. During 2010 and into 2011 Leicestershire local partners have been working together to plan the integration of service commissioning across all areas of public service – including those delivered by the voluntary and community sector. The local public service partnership– Leicestershire Together - has recognised that Total Place approaches are vital if community outcomes are to be maintained and improved in the context of substantial reductions in public expenditure. The Community Budget provides a further opportunity for Leicestershire local partners to ensure that the best possible outcomes can be achieved working with local people.
4. Leicestershire local partners support the approach that Government is taking to Community Budgets – in particular that there is no national 'template' but flexibility to develop what works best for our County. However we welcome the national work that will help shape our thinking including the reviews headed by Graham Allen, Frank Field and Eileen Munroe. Our approach is one of 'co- production' with citizens, central Government, and with other areas working on Community Budgets and similar initiatives.
5. National estimates put the number of Families with Complex Needs in Leicestershire as between 740 and 880. We are working to check and refine these figures. In helping to meet the Prime Minister's ambition that ***'by the end of this Parliament, I want us to try and turn around every troubled family in the country'*** we will reduce the numbers of families developing complex needs over the next four years as well as helping the existing families with complex needs.

David Parsons
Leader of Leicestershire County Council
Chair of Leicestershire Together

The Leicestershire Local Partners

6. The following organisations have developed this proposal through a series of intensive well attended senior level workshops. The proposals build on the agreement through Leicestershire Together to move towards fully integrated public services through a single governance, joint commissioning and pooled/aligned budget approach. We have together agreed this draft proposal and are committed to its further development and implementation:
 - Voluntary Action LeicesterShire
 - Citizens Advice Bureau
 - Job Centre Plus
 - Leicestershire Constabulary
 - Director of Public Health
 - District Councils in Leicestershire
 - Housing Federation
 - Leicestershire County Council (Children and Young People, Adults Social Care, Youth Justice and Safer Communities, Cultural Services, Environment and Transport)
 - Local Enterprise Partnership
 - Leicestershire Partnership NHS Trust (Mental Health)
 - Probation
 - Primary Care NHS Trust (Leicestershire County and City 'cluster')
 - Schools representatives

7. GP consortia have now been agreed in Leicestershire and initial discussions with GP leaders have included briefings on Community Budget proposals. Other partners including the University Hospitals NHS Trust and VCS organisations will be involved in their development and implementation.

The Scope of the Community Budget for Leicestershire

8. Leicestershire local partners intend the Community Budget to be part of an ambitious programme including systemic and systematic change in the way public services are provided in the County. There will be a much closer relationship between services and communities, citizens and service users leading to improvements in understanding, service design, commissioning and most importantly outcomes being experienced by communities, families and individuals. The Community Budget programme for Leicestershire will develop and implement an integrated service model that includes:
 - targeted service provision at community, family and individual levels to support families and individuals already with complex needs to achieve more independence
 - a focus on earlier intervention, preventing vulnerable families and individuals from developing complex needs
 - a focus at the community level to help lift communities who are most in need

9. Leicestershire local partners support the findings of the Graham Allen review that targeted interventions at an early life stages (pre natal to 3 years) are a prerequisite for improving outcomes. We would be interested in discussing how we might work through the Community Budget to be an 'Early Intervention Place' once Government has decided its response to our proposals. It is important however that the emphasis on flexibility of approach present in the arrangements for Community Budgets and much other Government thinking, which allows for local factors including what is already working well to be included, is available to 'Early Intervention' places as well as Community Budget places.
10. 'Earlier intervention' is also necessary at later life stages when the changing circumstance of a family member can have wider consequences for households and extended families. As a result, at this stage, we feel that neither 'Family' or 'Complex Needs' should be defined too closely – there are people/families who could have improved outcomes with better coordinated public service/community interventions and support and people/families with multiple needs that do not have the ability to resolve their own issues and problems. The latter are often people and families who do or will require high cost public services and a major aim will be to reduce those costs.
11. In addition to improving the way we work with individuals, families and communities, Leicestershire local partners recognise that significant changes to the way we work together are required. Achieving this requires us to 'share sovereignty' over a wide range of services. This approach will have a number of characteristics:
 - Flexible and proactive workforce using the benefits of co-location wherever possible
 - Co-ordinated generic, targeted and specialist resources
 - Aligned networks and teams of practitioners who are 'empowered to solve problems effectively' on the ground in a locality
 - Better information sharing – governance, practice and systems
 - A number of service design models are possible, from individual agencies responding more quickly through referrals, through to commissioning of new 'joined up' services
 - Risk triggers, life events and customer journey mapping for existing families with complex needs, in order to identify the appropriate point to offer services to improve outcomes
 - A more dynamic risk assessment process would help ensure the right choices are being made, prevent people falling through service gaps, and service eligibility gaps, and also save money. This should also drive service improvement earlier in the intervention process.
12. Through Leicestershire Together, local agencies are working to understand how commissioning and co-ordination of services can be integrated across all public services. The development of the Community Budget project will contribute to this wider objective.
13. There is a lot of good practice in Leicestershire but we accept it is not always consistently embedded in the way we work across the County

and that good practice in one service area or locality is not always shared or joined up with good practice in another service area or locality. Our intention is to embed whole system change incorporating what already works well in Leicestershire and beyond.

14. There are many innovative and successful current initiatives in place across Leicestershire that are multi-agency, family focussed and using evidenced based practice. All of these will form a key component to the place response in the Families with Complex Needs programme. Such initiatives include a well developed Family Intervention Project, an Integrated Offender Management solution, sound youth crime prevention arrangements and multi-agency initiatives based around Children's Centres that all recognise the significance of providing both locality based and family centred solutions in priority neighbourhoods. More details on all the initiatives referred to are available on request.
15. The County Council is working with its partners to agree proposals to support the Government's aspirations for the Big Society, building on existing good practice that includes 19 priority neighbourhoods, 27 community forums covering the whole of the County, work with stakeholder groups including travellers, the children and young persons locality partnerships and the older persons engagement network.
16. Local people across the County have been engaged in a discussion on what the Big Society means to them. The community forums have been part of the conversation. People decided that the Big Society is:
"everyone:
 - who wants to be involved is;
 - has the opportunity to influence decisions that affect them; and
 - is able to shape and deliver services."
17. The County Council has allocated funding from 2011/12 ongoing to support the development of the Big Society in Leicestershire. Our Big Society programme will be aligned to the Community Budget programme.

Our Work Programme

18. We recognise and support the Government's intention to move quickly to address the requirements and demands of Families with Complex Needs (FCN). We also recognise that effective change will not be achieved through one-off and short-term initiatives, that system wide change is required and that this will take longer. We therefore propose a phased programme which will allow us to start to engage with and support some FCN immediately, implement improvements to services on an incremental basis and ensure the most efficient and effective services and systems are put in place for the future.

19. We will achieve this through working to the following aims:
- a. To help all families make a positive contribution to society
 - b. To target support to enable more vulnerable Leicestershire people and families to be successful by:
 - i. Helping to improve outcomes for all families leading to reduced demand for public services
 - ii. Targeting support to families/people at risk of developing complex needs through earlier intervention
 - iii. Improving outcomes for those that already have complex needs
 - c. To reduce the number of people/families that need high cost care, support or intervention by helping them be more self-sufficient and receive preventative / earlier interventions.
 - d. To change the culture of public services to:
 - i. seamless/integrated services provided to families with or in danger of having complex needs
 - ii. services designed with citizens and service users
 - e. To improve understanding of the need to target services where they can be most effective and deliver these services in the most cost effective way.
20. The Community Budget programme will deliver an integrated service model and will be underpinned by the following principles:
- Prevention by earlier intervention
 - Making best use of resources through targeting interventions
 - Decommissioning when required, in order to focus on what works best
 - 'Place' and 'citizens' before 'organisation'
 - Place shared vision, objectives and delivery
 - Better outcomes at lower cost
 - Ambitious and radical local innovation
 - Pro-active co-design between the 'place' and Whitehall
 - Transparency and information sharing

Phase 1

21. Phase 1 (**next 4 months to June 2011**) to commence work with ten FCN and identify longer term changes:
- a. Scope and Definition
 - i. Work with a group of families who have received support from the Family Intervention Programme to:-
 - a. Understand their experiences, including their views strengths, weaknesses and opportunities and,
 - b. Continue to work with this group in co-designing the Leicestershire integrated service model.
 - ii. Commence work with a group of ten FCN on a two year programme (*note we have given in principle commitment to work with Participle's Life programme with LGA sponsorship, and use the learning to inform the wider work with FCN*)

- iii. Work with frontline practitioners to identify and share good practice, assess barriers and opportunities to achieving better integrated services
- iv. Identify existing FCN in two localities (Melton Mowbray and Hinckley) and map the pathways and services they interact with
- v. Identify good practice in Leicestershire, nationally and internationally
- vi. Review current assessment methodology in Leicestershire.
- vii. Review best practice assessment models (including the Westminster model)
- viii. Agree the scope and principles of a whole family Assessment Methodology
- ix. Start to develop a new performance evaluation framework (in line with national guidance)
- x. Work with the voluntary and community sector to ensure that they are integral in the design and delivery of the programme and determine where services can be aligned

b. Governance/Support

- i. Formalise Governance arrangements – Project Board, Support and Challenge Group, core and support staff

Phase 2

22. Phase 2 (**following 9 months – July 2011 to April 2012**) Within this phase start engagement with a further 20 FCN.

a. Scope and Definition

- i. Continue to work with ten families through the *Life programme*
- ii. Work with a further 20 families through new family based approaches, building on positive initiatives with existing families
- iii. Agree and implement Single Assessment Methodology - this will allow us to count for the first time the numbers of FCN in Leicestershire and also those families on the threshold of developing complex needs
- iv. Agree and implement the performance evaluation framework
- v. Agree a cost/benefit model and business case (with options appraisal) for the new Leicestershire integrated service model incorporating savings forecast
- vi. Develop communities to support FCN through:
 - alignment of Big Society/community support
 - community level service interventions and targeting
 - changes to co-ordination and targeting of community level services
 - reshaping of our integrated offender management solution to ensure it supports and contributes to our FCN work
 - develop and agree proposals to integrate commissioning and co-ordination across public services through the Leicestershire integrated service model

- review operational arrangements for key groups of delivery staff
- establish and test a new information sharing protocol between agencies with user consent.

Phase 3

23. Phase 3 (**2012/13 to 2013/14**) Build on the work of phases 1 and 2 and during this period see an incremental rolling out of the new Leicestershire integrated service model that will ultimately provide support to all FCN in the County, currently estimated to be 740 – 880, as well as providing support to families on the threshold.
24. Insight will be a core element of Leicestershire's Community Budget. Leicestershire local partners are developing a 'Customer Insight Framework' and methodology suitable for use across multiple projects within Leicestershire, initially focussing on three discrete customer segments, one of which is 'Families with Complex Needs'. The Customer Insight Framework differs from existing public sector customer centric frameworks in many important ways - it accommodates a broader range of research techniques; explicitly involves identifying and involving multiple solution partners; and incorporates a social cost/benefit analysis for individual and collective service delivery options to ensure that net benefits far exceed the costs of implementation.
25. We will develop an evaluation framework within the national framework currently being developed. Performance measures are being developed to allow short, medium and longer term outcomes to be monitored and managed.

Decision making for the Community Budget Programme

26. The Partnership decision making arrangements for the Community Budget programme will be:
 - (a) oversight from the Leicestershire Together Board (*proposals to move to a Public Service Board model are to be considered by the Board at its next meeting. Currently there is a Public Service Board covering Leicestershire and Leicester City. Since Leicester City chose not to apply to be a pilot for Community Budgets, the reference to a Public Board here is the County only*)
 - (b) a dedicated senior project board reporting to Leicestershire Together Executive (or equivalent body under the Public Service Board
 - (c) links with other key boards in the Leicestershire Together governance framework including the Health and Well Being Board, the Children's and Young Persons Trust Board, the Safer Communities Board and the Local Enterprise Partnership Board and sub-boards including the Substance Misuse Board
 - (d) existing support groups including the Strategic Research Partnership, the Leicestershire Information Management

Advisory Group and the Leadership in Partnership group working with the University of Warwick.

27. The Accountable Organisation is yet to be determined.

Total Place Programme Development

28. Both programmes (Drugs and Alcohol Misuse programme and Access to Services programme) included in the Total Place pilot remain a commitment for the place. For Access to Services resources are focussing on the mobilisation and delivery of a range of initiatives to simplify the 'Customer service offer' that would ultimately achieve savings of £3m to £5m a year across the place. For the Drugs and Alcohol Misuse programme the 'solution framework' includes a range of specific interventions proposed to reduce the social and financial harms and costs to communities and public services in Leicestershire.

Resources

29. Leicestershire local partners recognise that a commitment of resources is required if our ambitious programme of change is to be developed and implemented. The County Council has committed investment (for 2011/12 and 2012/13) of £1.5m for core 'Total Place and Community Budgets' resources and planning and £2.5m for delivery investment. The latter would be on an 'invest to save' basis with an agreed repayment period. The County Council also commits resources from its Finance, Research, Performance, Information Management, Communications, Property* and Engagement support functions as well as relevant service input. Other partners have committed specialised staff resources to support the project.
(*Leicestershire is one of the national pilots for Capital and Asset Management)

Budgets

30. We have at this stage identified the following funding streams we wish to pool or align:

Funding Streams

Safer and Stronger Communities Fund (to become Community Safety Fund)
Early Intervention Grant
Drugs Intervention Programme
Drugs Pooled Treatment Budget
Job Centre Plus Discretionary Funding
Work Programme Funding
European Social Fund
Youth Justice Grant
Probation/NOMS interventions funding
Family Nurse Partnership funding and health visitor services

31. The identification of these budgets as elements of the Leicestershire integrated service model reflects the ambition and breadth of the solution in Leicestershire demonstrating the commitment to a whole system approach. Pooling or aligning these budgets will be the foundation for the new model that will eliminate duplication, result in significant early intervention outcomes for FCN and reducing the financial and social costs of FCN in the place.
32. We will consider funding from a range of other budgets for local pooling and aligning during the programme as and when evidence supports it and partners agree:
- Police and Crime Commissioners Funding (from 2012)
 - Other current PCT funding
 - Homeless Grant
 - Green Deal (Affordable Warmth)
 - Sports Funding (incl. schools)
 - Arts Council Funding
 - Other DWP/JCP+
 - Children’s Centres
 - Bookstart
 - Access to services
 - Other Probation
 - Housing support/homelessness
 - Neighbourhood Policing (Base, PCSO, BCU)
 - CAMHs
 - Dedicated Schools Grant
 - Supporting people
 - Adult Social Care
 - Big Lottery
 - CAB
 - Neighbourhood Management
 - Financial well being
 - Youth Services
 - Anti social behaviour/community safety
 - Cultural Services
 - Skills

Asks of Government

	Leicestershire Asks	Benefits
1	Government identifies and delivers a package of incentives which encourage Leicestershire partners to <i>fully participate</i> in the FCN Programme	Ensure full demonstrable participation and commitment from partners. This will ensure optimal integration of services and outcomes are achieved for CB
2	Make available resources with specialist skills to co-design with Leicestershire around specialist areas of the FCN	Skills required are very specialist and not readily available locally. In

	Programme <i>i.e.</i> <i>Analysis & mapping; Baselineing; Cost/benefit model; Performance Evaluation Framework</i>	addition will contribute to wider 'toolkit' and learning for other and future places
3	Co-design with Government a ' Place Information Sharing Protocol ' and guidelines, using FCN as an example	A shared approach will underpin the implementation of the Leicestershire Integrated Service Model
4	That Government builds into guidance for Police and Crime Commissioners and GP Consortia advice about the rationale for Community Budgets and encouragement for them to cooperate	Encourages greater alignment of priorities and resources
5	Incorporate Family Nurse Partnership budget within Leicestershire's Community Budget Flexibility in delivery approach whilst incorporating ethos and principles of FNP model. A co-design approach with DH welcomed	To ensure this valuable programme can be integrated within the FCN optimal model determined for Leicestershire, fully support the outcomes sought for Leicestershire FCN and specifically for FCN who may be teenage parents
6	National framework of costs on identified key components of FCN would support locally developed cost benefit model and saving realisation	Prevent duplication and effort of all places undertaking this activity. Increase credibility and consistency of cost/benefit models
7	Allow Leicestershire to spend currently ring fenced funding for 'drug treatment' on both alcohol and drug treatment as needs require locally. The work in the Total Place programme has identified the need to address and reduce the social and financial costs of Alcohol misuse in Leicestershire (<i>Current ring fencing has created inequity in treatment capacity with only 10% available capacity locally for alcohol treatment compared with over 70% for drug treatment</i>) The definition of 'treatment' to allocate resources to be anything that the place believes will support sustainable recovery <i>i.e.</i> <i>housing, support for other family members, etc.</i>	Increased capacity for alcohol treatment for FCN and pathways that support sustained recovery from both drug and alcohol misuse
8	National framework of costs on identified key components of FCN would support locally developed cost benefit model and saving realisation	Prevent duplication and effort of all places undertaking this activity. Increase credibility and consistency of cost/benefit models

9	The Health and Social Care Bill identifies the NHS Commissioning Board as the lead commissioning body from 2013/14. Government is asked to make Local Authorities the lead commissioning body for the 0-5 Programme instead of the NHS Commissioning Board	To ensure this early intervention programme is fully integrated within the FCN optimal model determined for Leicestershire. This will simplify the integration of this key service with other locally managed services
10	Give the place time to vision, shape, design and learn to achieve the best solutions, not necessarily the quickest. This is reflected in the timetable set out in Our Work Programme	More sustainable, optimal solutions for FCN
11	Leicestershire are keen to develop more innovative and ambitious proposals in several key areas that we believe will have a significant positive impact on our FCN Programme and be of real value in contributing to the learning of other places. We would ask for the initiatives outlined in this proposal to be considered within the Exemplar Projects funding.	Support overall aims of Leicestershire's CB proposal, contribute to the knowledge base and progress around FCN and enable Leicestershire to test new models that should improve outcomes for FCN

Exemplar Projects in Leicestershire

33. Leicestershire local partners are grateful for the opportunity to draw upon the exemplar investment fund established to support new initiatives that complement the wider Community Budget approach. We have identified four specific exemplar projects, which complement the whole systems approach of the Leicestershire Integrated Service Model set out within this submission. The approach agreed by Leicestershire local partners in developing the Community Budget proposals centres on the need to involve citizens, practitioners and the voluntary sector in a process of co-design. This will also apply to these exemplar projects.

We recognise the significance of focussing on the social and financial impact that prolific offenders have within the place, and therefore propose a series of exemplar projects that address and help to resolve associated issues. These include the need for co-ordination at both a family and service provider level, and the need to work with extended family service networks to address underlying intergenerational factors, the aim of which should be sustained behavioural change and improved outcomes for FCN and the wider community.

We will build upon and enhance pathways for prolific offenders from prison to communities, taking a whole systems integrated approach to addressing the needs of offenders and their wider extended families, to prevent repeat offending and address the wider systemic problems in the extended family unit that are known to lead to endemic family cycles of offending, substance misuse, domestic violence, poor mental health and other health inequalities

Exemplar Project 1

Exemplar project funding will be used to identify prisoners and young offenders due for release within a specified period, who are Leicestershire parents, and develop a parenting programme that addresses the fundamental role of fathers in the care, education, health and social development of their families. This will prepare offenders for returning to the role of being a father by improving their awareness and responsibility of parenting.

Exemplar Project 2

A second exemplar project will trial a peer mentoring approach, to provide bespoke support services for FCN and improve their access to a wider range of support to meet the needs of family members. The voluntary sector will play a key role in this initiative. This will commence with a trial project focussing on prolific offenders and their wider / extended family network.

Exemplar Project 3

A third exemplar project will be the development of an intelligence hub, that brings practitioners, mentors and other key workers together, to share knowledge and information around the wider family with complex needs unit, and agree an integrated approach in their support and work with FCN families. A core component of this project will be to trial new technologies and data sharing systems and protocols in Leicestershire. This exemplar project will commence with testing an approach with Prolific Offenders of FCN and extend the learning to other FCN.

Exemplar Project 4

A fourth exemplar project will be to trial an integrated service network, similar to that developed for Leicestershire's Sure Start Children's Centre programme. This will provide early interventions for primary and secondary school age children, who are identified at a high risk of incurring costly service interventions in later years based on the experiences of their parents and wider family networks. The programme will provide tailored support packages to address early identified needs - including social and emotional needs - and promote protective factors. The scheme would link with the peer and extended family mentoring and volunteer support systems being promoted through the above exemplar projects.

(Wider extended families is defined as the wider family and social networks that may build resilience and protective factors around family members of FCN or who pose a significant risk factor to building these factors).

Conclusions

- 34 Leicestershire local partners are committed to working with Government to make fundamental changes to integrate and streamline service delivery, ensure services meet user needs, improve outcomes for local people and reduce the costs of public services. We believe these changes can be made within a 2-3 year timescale and that improved results for target populations can be achieved during this period with wider benefits including reduced public service costs being realistic after the first year. Estimates from elsewhere in England indicate that gross savings of up to £25k per family per annum are possible – indicating it may be possible for a total gross saving for Leicestershire of c£18m to be achieved within a few years (based on national estimates of numbers of families with complex needs in the County).