Purpose of Report

1. The purpose of this report is to provide the Board with an update on various aspects of commissioning considered at the Commissioning Executive meeting held on 28 February 2012:

   a) Commissioning Process – Next Steps;
   b) Performance Management – Interim End of Year Performance 2011/12;
   c) Changes to Leicestershire Together Governance – New Theme Commissioning Board for Troubled Families;
   d) The Changing Impact of the Voluntary and Community Sector and
   e) District Council Representation on the Leicestershire Together Strategic Commissioning Board and Executive

ITEM 5A) COMMISSIONING PROCESS – NEXT STEPS

2. Leicestershire Together has made good progress towards integrated commissioning in recent months. All County-level Theme Commissioning Boards have been established, with a more focussed membership and remit, and draft plans were received from nearly all Leicestershire Together Boards by the end of year deadline, including all seven Localities. The low-bureaucracy process encouraging progress towards shared Leicestershire Together principles, rather than one that tries to force compliance, has been favourably received.

3. A set of shared priority outcomes for Leicestershire Together are now agreed¹, with four cross-cutting priorities the focus of the Strategic Commissioning Executive and Board:

   - A reduction in the number of Troubled Families
   - Services designed to mitigate the impacts of an ageing population and allowing older people to live independently for longer
   - Growth in the Leicestershire economy

¹ The LT Outcome Framework can be found at Appendix 1 in the following link
http://politics.leics.gov.uk/Published/C00000983/M00003533/AI00030788/$BCommissioning.doc.pdf
• A healthier population with increased life expectancy, and a reduction in health inequalities.

4. Individual Boards have clarified their priorities by updating the outcomes which they own within the LT outcome framework, and final plans have been built around these outcomes and sub-outcomes. These plans indicate areas where some hard-edged joint commissioning of public services is in development, holding out the prospect of better value for money and public service outcomes.

5. All Leicestershire Together Theme Commissioning Boards were asked to prepare a final version of their Strategic Plan for this meeting. Feedback from the previous Leicestershire Together Road Map (October 2011) suggested that more guidance on the expected structure of the Strategic Plans was sought by those preparing the reports. It was therefore suggested the Plans comprise a short report with four sections on Objectives, Measuring Success, Key Activities and Collaboration. (Copies of the following plans are attached as Appendices 5A 01 – 04 for the four commissioning board plans and Appendices 5A 05-10 for locality plans)

6. The Challenge process has helped clarify connections across LT Boards (not just within them), and has led to some progress in identifying potential next areas for a genuine cross-service approach, following on from existing work on Troubled Families, Substance Misuse, and Access to Services. Future cross-service work seems likely in three areas: older people, mental health and vulnerability, and worklessness, and early scoping work is already underway.

7. At the challenge workshops, partners highlighted two working examples which may be usefully applied to other commissioning activities which could best take place at a local level: the Children’s Centre Programme and Sport and Physical Activity. The key issues that might be tackled effectively by using learning that partners and the process highlighted are:

a. Providing greater capacity for Locality Partnership Groups to commission and oversee the provision of services for 0-19 year olds;

b. Developing relationships between CCG, local councils and local voluntary sector to improve preventative and early intervention to support older people maintain their independence;

c. Developing similar relationships to improve preventative and early intervention programmes for vulnerable individuals with low level mental wellbeing issues.
8. This is an evolving process, and in the course of the last few months there has been some useful learning. The Challenge Process indicated that there is widespread confusion about the term ‘commissioning’ and ‘commissioning plans’, not aided by different uses of the term within different public service institutions. Previous advice and guidance about commissioning is still available and relevant to this point\(^2\), but the Programme Team will respond by avoiding instances where the term commissioning is used too broadly.

9. We have also learned from the process so far that progress towards genuine joint-working across public services can be challenging, and there are different trajectories for the various LT Boards. For some, the onus remains on building relationships and jointly monitoring activity, rather than harder-edged commissioning, and this focus on relationships is to be welcomed as an important step towards genuine joint planning and implementation of services.

**Leicestershire Together Conference**

10. The theme of this year’s Leicestershire Together Conference, held on the 30\(^{th}\) April, was the shared high level priority outcomes, with a focus on progress made to date and informed by the issues and learning arising from the Challenge Process. Workshops were held on each of the shared priority outcomes: 1) a reduction in the number of troubled families 2) services designed to mitigate the impacts of an aging population enabling people to live independently for longer 3) the growth of the Leicestershire Economy 4) a healthier population, with increased life expectancy and a reduction in health inequalities. A workshop session on Social Return on Investment (SROI) was also offered.

11. The opening plenary reflected on the achievements and success to date and was followed by a forward look at the priorities and challenges that are ahead. Attendees were then invited to attend two of out of the five workshops. Each workshop was led by the theme/strategic lead(s) for the priorities and focused on identifying the issues but also highlighting what success would look like and ways to achieve this.

12. The Conference was attended by a broad range of partners and the feedback received was positive. A focus for the Commissioning Support Unit is now to translate the discussions held on the day into action that reflects the broader commissioning aspirations, cycle and process.

\(^2\) [http://www.leicestershiretogether.org/jan10_strat_comm_intro_strat_comm_intro.doc](http://www.leicestershiretogether.org/jan10_strat_comm_intro_strat_comm_intro.doc)
**Recommendations**

It is recommended that the Commissioning Board:-

a) Notes progress made in terms of the Integrated Commissioning programme;

b) Provides specific comments on the individual Strategic Plans, either at the meeting or directly to the Plan owner:

c) Supports work to develop ‘whole place’ approaches around three specific areas - older people, mental health/vulnerability and worklessness, and work to explore the potential to extend the locality working model from the 0-5 to 0-19 age ranges.

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**ITEM 5B) PERFORMANCE MANAGEMENT – INTERIM END OF YEAR 2011/12**

13. This section of the report provides the Board with an interim end of year performance for 2011/12 covering:

- the latest position on government and sector-led performance approaches; and
- the new Sustainable Community Strategy (SCS) commissioning hub priority outcomes and themes.

14. Some of the data included in the report is provisional end of year information. Final data will become available over the summer period, and will inform the preparation of the Leicestershire Annual Performance Report, which will be published later in 2012.

15. The report provides a performance update for each of the main Leicestershire Together Commissioning Hubs/themes, and a quarterly data dashboard has been produced for each, covering:

- Overarching/Cross-cutting Issues
- Adults, Health and Wellbeing
- Safer Communities
- Environment
- Children and Young People
16. At the last meeting of the Commissioning Board held on 19 March it was agreed to focus on performance managing only the top Leicestershire Together priorities (included as Appendix 1 to the report), while retaining strategic oversight of wider performance (Appendices 2 to 6). The individual Commissioning Hubs and Locality Boards will be expected to performance manage progress toward the SCS outcomes and indicators on a theme basis, or according to the applicable priorities in each locality. The individual Theme Commissioning Boards and Locality Partnerships are free to escalate particular issues to the Executive/Board on an ‘exception’ basis.

17. Responsible officers have been asked to assign a risk rating regarding progress towards the high level outcomes and indicators using the following red/amber/green (RAG) definitions:

<table>
<thead>
<tr>
<th>Color</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Red</td>
<td>Performance off track and currently not likely to be achieved</td>
</tr>
<tr>
<td>Amber</td>
<td>Performance off track but achievable with planned/remedial action</td>
</tr>
<tr>
<td>Green</td>
<td>Performance on track to be delivered as planned</td>
</tr>
</tbody>
</table>

18. The paragraphs that follow pull out performance issues from the dashboards and comments from lead officers on an ‘exception’ basis, together with further commentary and explanation.

**Overarching/Cross-cutting Issues (5B Appendix 1)**

19. Progress towards the Access to Services Programme has been limited and the relevant outcome has been rated ‘red.’ A separate item is included on the agenda in relation to the programme. A significant amount of work is proceeding on the performance reporting framework for troubled families to ensure tracking of family outcomes and also to enable future assessment of the overall impact of the new programme.

**Adults, Health and Wellbeing (5B Appendix 2)**

**Public Health**

20. The dashboard has been developed to include more information relating to physical activity and children’s health. However, some of the proposed indicators remain under development, and are marked as such. Further work is required to ensure fuller and more targeted performance reporting to CCGs, the Shadow Health and Wellbeing Board, the Integrated Commissioning Board and the Staying Healthy Board. There are some risks relating to this given the current changes in health structure and a meeting is planned to agree the best future approach to data reporting. It is also currently unclear exactly how much local discretion will be given to target setting within the new health system.
21. The gap in life expectancy between the most and least affluent has increased for 2006-10. This is of greater concern for women than it is for men. The health of the population overall continues to improve but there is a need to ensure that it is improving more quickly in the more deprived populations. The matter was recently considered at the Staying Healthy Board and further consideration is to be given to a strategy and actions that can be taken to close the gap in targeted areas.

22. The cancer mortality rate has been declining steadily over recent years. However, the targets for the last four measurement periods (2005-07, 2006-08, 2007-09, 2008-10) have been missed. Further analysis is underway to understand which cancers are affecting the trend to support targeting of actions in the future.

Adult Social Care

23. The proportion of people receiving services via self-directed support has increased substantially from 12.2% in 2010/11 to a forecast 37.1% in 2011/12, although this remains short of the target. All new service users receive a personal budget whilst work continues to transfer existing service users onto one.

Safer Communities (5B Appendix 3)

24. Although reports of domestic abuse are reducing, the number of high-risk cases of domestic abuse has increased beyond the capacity of support services. A service review is currently underway to inform commissioning of new domestic abuse support services, although it is expected that a service gap will remain in the short-term for those affected by domestic abuse. A review of multi-agency referral processes for vulnerable people is underway.

Environment (5B Appendix 4)

25. In terms of reducing partner’s contribution to climate change, a Carbon Reduction Strategy is currently being developed and will be considered for approval in autumn 2012. The Strategy will set local targets to contribute to the national target for carbon emission reduction which is 34% of 1990 levels by 2020. The Strategy will provide an opportunity to assess and understand the sources of current carbon emissions, develop scenarios that indicate the changes that will need to be made, identify a strategy that is capable of delivering the carbon emission reductions agreed and provide a framework within which partnerships and organisations can develop delivery plans.

26. Performance against recycling, landfill and customer satisfaction targets is strong, and annual and long term targets appear likely to be met.

27. With regard to ecological river water quality, the relevant indicator has been rated ‘red’ due to concerns about the ability to meet the long term target established through the water framework directive.
Children and Young People (5B Appendix 5)

28. The recent Ofsted inspection of Children’s Social Care services judged services for Looked After Children to be ‘Good’ and Safeguarding Services to be always ‘Adequate’ and often ‘Good’. Inspectors concluded that children in Leicestershire are safe and tell us they feel safe. Inspections of Children’s Centres continue to improve with recent inspection outcomes being ‘Good’ or ‘Satisfactory’. Recent national data publications include qualifications at age 19 and new Adoption Scorecards, both of which reflect positive performance for Leicestershire. Further work is underway to revise the performance framework for children and young people as a result of the move to a greater number of academies.

Local Economy (5B Appendix 6)

Economy

29. The Leicester and Leicestershire Enterprise Partnership established high level priorities in summer 2011. Twenty-five economy measures were reported for 2011/12. These measures have been refreshed slightly for 2012/13 to reflect the LLEP Growth Plan. To date performance has been assessed against the UK average.

30. The percentage of working age people on out of work benefits rose sharply in 2008-09 with the global economic downturn. Over the past 2 years the general trend has been downwards, although the current level remains significantly above pre-downturn levels. Despite a decline in the overall employment rate since 2008/09 (from 76.7%) the most recent figure of 74.4% was higher than the national average of 70%.

31. Key achievements for the LLEP in 2011/12 in improving the sub region’s economy have been:

- Economic Growth Plan produced for time period 2012 to 2020
- Successful Enterprise Zone bid for MIRA Technology Park
- Substantial funding attracted to the LLEP area, including:
  - £27m Regional Growth Fund secured through Rounds 1 & 2
  - £13m Growing Places Fund
  - Secured LEP Start Up, Capacity Fund and Growth Transition Fund (£400K)
  - MIRA Technology Park Enterprise Zone Skills Fund (£100K)

Transport

32. The Local Transport Plan (LTP3) Strategy 2011-2026 was in place for the beginning of 2011/12. There are concerns over reducing public satisfaction with the transport system as a result the current public spending reductions
and withdrawal of some services. This will continue to be monitored. The majority of targets currently set are to maintain levels of satisfaction at similar levels which will be challenging.

**Recommendation**

It is recommended that the Commissioning Board comments on any significant performance issues and considers whether any further actions or reports are required

**Appendices**

Appendix 1 - Overarching/Cross-cutting Issues  
Appendix 2 - Health and Wellbeing  
Appendix 3 - Safer Communities  
Appendix 4 - Environment  
Appendix 5 - Children and Young People  
Appendix 6 - Local Economy

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**ITEM 5C) CHANGES TO LEICESTERSHIRE TOGETHER GOVERNANCE – NEW THEME COMMISSIONING BOARD AND EXECUTIVE FOR TROUBLED FAMILIES**

34. At recent special meetings of the Executive, held on 26 January, 15 March and 10 May 2012, the Executive approved the Leicestershire Troubled Families model, the Strategic Outline (financial) Case, in principle resource commitments and the start of implementation planning towards a start date of 1st September.

35. The evidence base (see 5C Appendix 1) shows that the issues affecting Troubled Families cover the breadth of public services and therefore the breadth of the Leicestershire Together structure. The Executive has therefore previously discussed and noted the need for a new Theme Partnership Board.

36. Draft Terms of Reference, proposed membership for a Theme Commissioning Board, supporting (officer) Executive and revised Leicestershire Together structure diagram is appended to this report for the Board’s consideration (see 5C Appendix 2).
**Recommendation**

It is recommended that the Board considers and approves the draft Terms of Reference and Membership of a Troubled Families Theme Board and Executive

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**ITEM 5D) THE CHANGING IMPACT OF THE VOLUNTARY AND COMMUNITY SECTOR**

37. 5D Appendix 1 provides a report produced by Voluntary Action Leicestershire (VAL) on the impact of recent events on the Voluntary and Community sector and the changing role of the sector nationally and in Leicestershire. This will be supported by a presentation from VAL at the meeting.

**Recommendation**

It is recommended that the Board notes the report and accompanying presentation.

**ITEM 5E) REPRESENTATION ON THE LEICESTERSHIRE TOGETHER STRATEGIC COMMISSIONING BOARD (LTCB) AND EXECUTIVE (LTCE) – REPORT OF THE DISTRICT COUNCIL REPRESENTATIVES**

38. As part of the Leicestershire Together governance arrangements, district councils have two seats on both the LTCB and the LTCE. The current representation is by Charnwood and Harborough Councils. Cllrs David Slater and Cllr Michael Rook have seats on the LTCB and Geoff Parker and Anna Graves have seats on the LTCE.

39. The District Councils all welcome the opportunity to have a clear leadership role within LT. However it is unclear from the district council’s perspective what this role is and expectations on how and what the district council’s can provide input to both the LTCB and LTCE need clarification.
40. Each District Council is different and this is a strength in terms of being responsive to the needs of the locality. A consistent and countywide approach may be appropriate for a number of initiatives and districts continue to work within a strategic framework, where this is of benefit to the locality. Any district council has the option to “opt out” of a countywide approach if they see fit to do so. Local democracy is strengthened by the district councils having a voice in the countywide framework.

41. The role for both the two district leaders and the two chief executives can not be accurately described as "representatives" of District Councils or "delegates". To be so would need a clear mandate from all Districts to enable the nominees to speak and act on their behalf on a wide array of programmes/project and issues. This is clearly not feasible and relates to the key consideration that local democracy is strengthened by district councils having a voice.

42. The role of the District Council delegates is:

- to act as a communication channel and conduit for the flow of information
- to provide input to discussion from a district/borough perspective

43. The delegates do not have a remit to make decisions on behalf of other Districts Councils and have no authority to do so. If such authority is ever required we would need to obtain it on a specific basis in relation to the issue under consideration. Where a decision is required during the meeting, the nominees will agree and then feedback to District CEOs. If there is a change of view, the relevant CEO need to then take the onus to directly disagree or ask for clarity on the decision.

44. In order to be effective this requires the following:-

- In advance of each meeting the district council delegate will garner the comments and opinions of all the district council on matters included on the agenda for meetings of the LTCB and LTCE. This will then be reported back at the meetings as accurately as possible. This could include placing items on the agenda of either the LTCB or LTCE from the districts for discussion.

- In order to undertake this role, LT Commissioning Support is required to issue one working week’s notice of the agenda. This enables the agenda and papers to be circulated to other District Council Leaders and Chief Executives so that comments and opinions can be received in a timely manner. No response means there are no comments.

- The delegates will endeavour to convey an overall view on behalf of District Councils rather than seven individual views. However where there are distinct and different views these will be set out on behalf of the relevant District.

- After each meeting the delegates will feed back a summary of the issues discussed at the LTCB and LTCE. This will normally be at the next District...
Council Chief Executives’ meeting. If it is an urgent matter, this will be done promptly through email. Also formal minutes of the LTCB and LTCE will be circulated promptly following their publication by the delegates.

45. It is important to clear and unambiguous lines of communication between Locality partnerships and Leicestershire Together.

- Locality partnerships will receive reports on the delivery of locality priorities and related performance reports. These reports will not be submitted to Leicestershire Together.

- Where the delivery of locality priorities or performance is being hindered by issues that can be resolved at Leicestershire Together then exception reports will be submitted to Leicestershire Together seeking support and action to resolve the issue through mutual support and assistance.

- Where activities are being delivered through the Leicestershire Together Commissioning Hubs performance will be reported by the hubs to Leicestershire Together

**Recommendation**

It is recommended that the Commissioning Board notes the proposed approach to the representation of District Councils on the Commissioning Board and Executive

**Officers to Contact:**

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