

Leicester
City Council

WARDS AFFECTED:
Corporate issue – All wards

CABINET

26th September 2005

**SELECTION OF HIGH LEVEL OUTCOMES FOR LEICESTER'S FIRST DRAFT
LOCAL AREA AGREEMENT SUBMISSION**

Report of the Corporate Director of Housing

1. Purpose of Report

- 1.1 The purpose of this report is to outline proposed outcomes for Leicester's Local Area Agreement (LAA) and seek the agreement of Cabinet that they will be put forward for inclusion in the first draft LAA, due to be submitted to GOEM by the end of September.

2. Summary

2.1 Starting with the 'Big Picture'

Experience from the LAA pilots stresses the importance of beginning the process of negotiating LAAs with the 'big picture' rather than beginning to look at the detail of indicators and targets or the funding streams. This means we should start by considering what is really important to us in Leicester, what are our shared local priorities. For the purposes of the LAA these priorities, where possible, should be expressed as high level outcomes, that is the real benefits that local residents will experience as a result of our actions.

2.2 National Priorities

At the heart of an LAA is the principle that the agreement provides a mechanism whereby Local Authorities and their partners can help deliver national priorities (as determined by central government) as well as being given increased freedom to address specific local priorities.

National priorities are represented in the LAA as 'mandatory outcomes'. These are often linked to specific funding streams within the agreement.

2.3 Local Priorities: The Strategy for Leicester

Leicester's new Community Strategy and Neighbourhood Renewal Strategy, the 'Strategy for Leicester' has been developed through the Leicester Partnership. It provides the primary source of local outcome priorities, and as such is the key driver of Leicester's LAA. In turn, the LAA will be an important delivery mechanism

for the vision and aims set out in the Strategy. In anticipation of Leicester securing an LAA, the Strategy for Leicester has been structured around the four blocks of the LAA.

2.4 Selecting outcomes for the LAA

The LAA project team asked the thematic partnerships responsible for developing the respective LAA blocks to put forward proposals for the high level outcomes that will form the basis of our LAA, drawing primarily on the Strategy for Leicester. In doing so, partnerships have considered the extent to which local priorities are covered by the LAA mandatory outcomes and how added value might be achieved by inclusion in the LAA.

The outcomes identified by thematic partnerships are set out below, with explanatory notes and issues for consideration set out in appendix 1 of the Supporting Information to this report.

2.5 Cross cutting themes and driving principles

There will inevitably be important issues for Leicester that are not easily expressed as LAA outcomes. Equally, there will be important issues that do not sit comfortably in any one of the four LAA blocks. This does not mean that such issues cannot form an important part of the LAA. The Leadership Group supported the identification of community cohesion, sustainability, community engagement, tackling deprivation and equalities & diversity as cross-cutting themes.

2.6 Mandatory and Local Outcomes for Leicester's LAA

The following outcomes have been identified by the LAA Leadership Group and endorsed by the Leicester Partnership. In order to provide clarity and reflect comments from the Leicester Partnership, block leads (through the LAA project team) and GOEM additional supporting text will be provided in the first draft LAA. These issues are covered in appendix 1 of the supporting information for this report. It is also important to note that there will be opportunities to refine our outcomes (not least on the basis of GOEM comments) during the remainder of the LAA negotiation process.

2.6.1 Children and Young People

- ***Raise standards in English, maths and science in secondary Education so that by 2008, in all schools located in the districts in receipt of NRF, at least 50% of pupils achieve level 5 or above in each English, maths and science.***
(Mandatory Outcome).
- ***Improved achievement at primary and secondary school (with particular focus on most deprived Super Output areas and West Leicester).***
(Strategy for Leicester and Children and Young People Plan)
- ***Increased number of young people in education, employment or training (EET)***
(Strategy for Leicester and Children and Young People Plan)
- ***Children and young people are safe and protected from all forms of harm.***
(Strategy for Leicester and Children and Young People Plan)

- **Reduced health inequalities of children (below the age of 5 and with particular focus on the most deprived Super Output Areas.**
(Strategy for Leicester and Children and Young People Plan)
- **Reduced teenage pregnancy and increased support to teenage parents.**
(Strategy for Leicester and Children and Young People Plan)
- **Reduced Anti-Social Behaviour, offending and re-offending.**
(Strategy for Leicester and Children and Young People Plan)

2.6.2 Safer and Stronger Communities

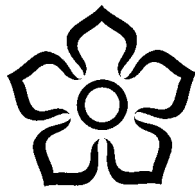
- ***To reduce crime, the harm caused by illegal drugs, and to reassure the public, reducing the fear of crime and anti-social behaviour.***
(Mandatory Outcome).
- ***To empower local people to have a greater voice and influence over local decision making and the delivery of services.***
(Mandatory Outcome).
- ***As part of an overall housing strategy for the district, improve housing conditions within the most deprived neighbourhoods/wards, with a particular focus on ensuring that all social housing is made decent by 2010.***
(Mandatory Outcome).
- ***Improve the quality of the local environment by reducing the gap in aspects of liveability between the worst wards/ neighbourhoods and the district as a whole, with particular focus on reducing levels of litter and detritus.***
(Mandatory Outcome).
- ***To increase domestic fire safety and reduce arson.***
(Mandatory Home Fire Risk Check)
- ***To develop community cohesion, increase social interaction and increase social inclusion***
(Strategy for Leicester)
- ***To reduce pollution and waste, support bio-diversity, achieve more efficient and sustainable use of resources, and increase environmental awareness.***
(Strategy for Leicester)

2.6.3 Healthier Communities and Older People

- ***Reduce premature mortality rates, and reduce inequalities in premature mortality rates between wards/neighbourhoods, with a particular focus on reducing risk factors for heart disease, stroke and related diseases (CVD) [smoking, diet, physical activity]***
(Mandatory Outcome).
- ***Improve the health, wellbeing and independence of older people.***
(Strategy for Leicester)

2.6.4 Economic Development and Enterprise

- ***For those living in the wards with the worst labour market position that are also located within the districts in receipt of NRF, significantly improve their overall employment rate, and reduce the difference between the employment rate and the overall employment rate for England.***



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- (Mandatory Outcome).
 - **To increase total entrepreneurial activity amongst the local population.**
(Mandatory where areas receive LEGI support)
 - **To support the sustainable growth, and reduce the unnecessary failure, of locally-owned business.**
(Mandatory where areas receive LEGI support)
 - **To attract appropriate inward investors, making use of local labour resources.**
(Mandatory where areas receive LEGI support)
- **To ensure that residents possess modern skills and attitudes, and are able to participate in a strong and inclusive workforce.**
(Strategy for Leicester)

3. Recommendation

3.1 Cabinet is recommended to agree the high level outcomes as proposed by the LAA Leadership Group and set out in paragraph 2.6 above as the basis of Leicester first draft Local Area Agreement submission to GOEM.

4. Financial Implications (Andy Morley)

4.1 The LAA does not bring additional funding. It will simplify some of the mechanisms and processes concerned with payment and monitoring and should make more efficient and effective use of resources across the city.

4.2 The Council will be the accountable body for the LAA and suitable arrangements for accountability and decision-making will need to be developed in consultation with and advice from GOEM.

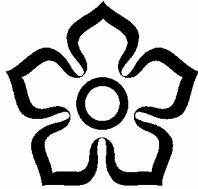
5. Legal Implications (Joanna Bunting)

5.1 There are no direct legal implications arising from this report. There will however be important legal issues to address later in the process of negotiating and delivering our LAA. Legal Services will be fully involved throughout this process.

6. Report Author, Adam Archer, Extension: 6091

DECISION STATUS

Key Decision	No
Reason	N/A
Appeared in Forward Plan	N/A
Executive or Council Decision	Executive (Cabinet):



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SUPPORTING INFORMATION

1. Background

- 1.1 In the autumn of 2004, the Office of the Deputy prime Minister (ODPM) published "Local Area Agreements: A Prospectus", one of a series of documents intended to inform the development of a vision of what local government in England should look like in ten years' time. Leicester has been selected by ODPM to take part in the second round of LAAs.
- 1.2 The prospectus described Local Area Agreements as a tool to build a more flexible and responsive relationship between central government and a locality on the priority outcomes that need to be delivered at local level.
- 1.3 In effect an LAA will involve the 'pooling' of a wide range of existing government funding streams, allowing councils and their partners to get on with delivering on shared priorities with less regulation, bureaucracy and inspection. There is no new money involved with LAAs, although government expect that some efficiency savings should be possible.
- 1.4 A Local Area Agreement comprises four blocks: Safer and Stronger Communities; Children and Young People; Healthier Communities and Older People; and a new block, not included in the pilot LAAs, focussing on Economic Development.
- 1.5 Within these blocks, partners, including the Council, and the Government will agree the outcomes to be achieved and the funding streams necessary to bring these about. A limited number of indicators and targets will be agreed to monitor progress in achieving these outcomes. The Government will remove conditions on the application of funding where this will help to bring about these outcomes and promises a reduction in the bureaucracy and monitoring associated with different funding streams.

- 1.6 The LAA will cover a three-year period, but with an annual review of both targets and funding streams so that these may be adjusted in the light of experience and as the understanding of the potential of the LAA develops.
- 1.7 LAAs will be negotiated with Government Offices, in our case Government Office East Midlands (GOEM).
- 1.8 As with Local Public Service Agreements, government will consider requests from LAA areas for freedoms and flexibilities (above and beyond those designed into LAAs). Although it is recognised that the removal of any statutory and administrative obstacles that would require changes to primary legislation, even if agreed in principle, are unlikely to be delivered within the time-frame of the LAA.
- 1.9 Government have advised that some elements of the LAA, the new economic development block in particular, might best be dealt with by working in partnership with appropriate neighbouring district authorities.
- 1.10 GOEM have set a timetable for the negotiation of the LAA. The agreement needs to be signed off by 31st March 2006. The first milestone is the submission of a first draft LAA by 30th September 2005. In this first draft, the Council and its partners need to outline the rationale of their LAA and set out the high level outcomes that will represent our shared local priorities. Subsequent drafts will provide further detail relating to the choice of indicators, the setting of targets, identification of funding streams to be included and freedoms and flexibilities requested.

2. Report

- 2.1 Cabinet agreed project management arrangements for Leicester's LAA on 11th July 2005. Under these arrangements the LAA Leadership Group is responsible for negotiating Leicester's LAA with GOEM subject to the endorsement of the Leicester Partnership and Cabinet.
- 2.2 At their first meeting on 5th September 2005, the LAA Leadership Group considered a long-list of potential outcomes for the LAA. This list, put forward by the LAA project team brought together proposals from the four thematic partnerships responsible for leading on the development of the four LAA funding blocks.
- 2.3 The LAA Leadership Group were clear that every effort should be made to ensure that our LAA is focussed on the key priorities for the city. As such it was agreed that where a local priority outcome was adequately reflected in a mandatory outcome we should just use the mandatory outcome. It was recognised however that in our submission to GOEM we will need to identify the critical issues for Leicester within mandatory outcomes. Where a key local priority for Leicester (as defined in the Strategy for Leicester) is not adequately reflected in mandatory outcomes the Leadership Group agreed that these should be put forward as our local outcomes.
- 2.4 The Leadership Group's proposed high level outcomes for our first draft LAA are set out in appendix 1, with supporting text and notes indicating how local priorities from the Strategy for Leicester not included as high level outcomes can be addressed in our LAA as either cross cutting themes, specific indicators or through improved means of service delivery.

3. Financial Implications

- 3.1 The LAA does not bring additional funding. It will simplify some of the mechanisms and processes concerned with payment and monitoring and should make more efficient and effective use of resources across the city.
- 3.2 The Council will be the accountable body for the LAA and suitable arrangements for accountability and decision-making will need to be developed in consultation with and advice from GOEM.

4. Legal Implications

- 4.1 There are no direct legal implications arising from this report. There will however be important legal issues to address later in the process of negotiating and delivering our LAA. Legal Services will be fully involved throughout this process.

5. Other Implications

OTHER IMPLICATIONS	YES/NO	PARAGRAPH REFERENCES WITHIN SUPPORTING PAPERS
Equal Opportunities	Yes	Addressing inequalities is a cross-cutting element of the four blocks of the LAA.
Policy	Yes	The introduction of LAAs is a significant policy development in terms of the relationship between central and local government.
Sustainable and Environmental	Yes	Subject to further guidance it is expected that these themes will be addressed through the new fourth block of the LAA.
Crime and Disorder	Yes	Tackling crime and the fear of crime is a major feature of the Safer and Stronger Communities block of the LAA.
Human Rights Act	No	
Elderly / People on Low Income	Yes	Improved outcomes for older people can be delivered through the Healthier Communities and Older People Block of the LAA, while it is likely that poverty issues will be addressed through the new fourth block.

6. Risk Assessment Matrix

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/or appropriate)
There are no risks directly associated with this report. However, a risk assessment on the wider LAA process is being undertaken.			

L – Low

M - Medium

H - High

L – Low

M - Medium

H – High

7. Background Papers – Local Government Act 1972

'Local Area Agreement' Report to Cabinet 25th April 2005
'Local Area Agreement – Developments' Report to Cabinet 11th July 2005

8. Consultations

Consultee	Date Consulted
Financial Strategy (Andy Morley)	12.9.05
Legal Services (Joanna Bunting)	15.9.05
Leicester Partnership Development Manager	Ongoing
LAA Leadership Group	5.9.05
Leicester Partnership	7.9.05
LAA project team	10.8.05 & 13.9.05
LAA block leads	Ongoing

9. Report Author

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PROPOSED HIGH LEVEL OUTCOMES FOR LEICESTER’S LAA

Children & Young People Block

Leicester Federation of Services for Children and Young People has developed proposals for the Children and Young People block. In addition to the mandatory NRF outcome, proposed outcomes have been drawn from the high level outcomes set out in the Children Act 2004, but reflect key local priorities. Further local priorities can be addressed through specific indicators. The proposed outcomes were agreed by the Federation’s Board on Friday 2nd September.

High Level Outcomes	Key Local Issues related to Outcomes	Delivery mechanisms related to Outcomes
<p><i>Raise standards in English, maths and science in secondary Education so that by 2008, in all schools located in the districts in receipt of NRF, at least 50% of pupils achieve level 5 or above in each English, maths and science.</i> <i>(Mandatory Outcome).</i></p> <p>Improved achievement at primary and secondary school (with particular focus on most deprived Super Output area and West Leicester). <i>(Strategy for Leicester and Children and Young People Plan)</i></p> <p>Increased number of young people in education, employment or training (EET) <i>(Strategy for Leicester and Children and Young People Plan)</i></p> <p>Children and young people are safe and protected from all forms of harm. <i>(Strategy for Leicester and Children and Young People Plan)</i></p> <p>Reduced health inequalities of children (below the age of 5 and with particular focus on the most deprived Super Output Areas. <i>(Strategy for Leicester and Children and Young People Plan)</i></p> <p>Reduced Teenage Pregnancy and increased support to</p>	<p>We will discuss with GOEM whether the mandatory outcome would actually sit better as an indicator / target under the broader education output.</p> <p>Improved educational attainment of Looked After Children can be addressed through an indicator under this outcome.</p>	<p>A particular focus when identifying outcomes for the LAA was given to those priority issues that could best benefit from improvements in integrated service provision.</p>

<p>teenage parents. (Strategy for Leicester and Children and Young People Plan)</p> <p>Reduced Anti-Social Behaviour, offending and re-offending. (Strategy for Leicester and Children and Young People Plan)</p>	<p><i>Note: The 'healthier children and young people outcomes cross relate to Healthier Communities Block.</i></p> <p><i>Note: This outcome could be covered by the mandatory crime and disorder outcome (see below) with a specific indicator established for young people.</i></p>	
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Safer and Stronger Communities Block

The Crime and Disorder Reduction Partnership (The Safer Leicester Partnership) and a reference group reflecting interests in the 'stronger' communities element have put forward the following proposals in addition to the mandatory outcomes.

While accepting that in general terms Leicester's priorities are reflected in the mandatory outcome, the Safer Leicester Partnership would welcome further discussion on whether it might be preferable to include the three key local priority themes as outcomes.

The stronger communities reference group stressed the importance of ensuring that the LAA clearly referenced the need to address the barriers (e.g. to employment) that people faced where they are not explicitly covered in the outcomes.

High Level Outcomes	Key Local Issues related to Outcomes	Delivery mechanisms related to Outcomes
<p><i>To reduce crime, the harm caused by illegal drugs, and to reassure the public, reducing the fear of crime and anti-social behaviour.</i> <i>(Mandatory Outcome).</i></p> <p><i>To empower local people to have a greater voice and influence over local decision making and the delivery of services.</i> <i>(Mandatory Outcome).</i></p> <p><i>As part of an overall housing strategy for the district, improve housing conditions within the most deprived neighbourhoods/wards, with a particular focus on</i></p>	<p>Notwithstanding the possibility of sub-dividing this outcome, key local priorities as set out in the Strategy for Leicester and the Safer Leicester Partnership's 'Community Safety Strategy' can be addressed through specific indicators (e.g. To reduce the level of offending by prolific and priority offenders. To increase the number of reported offences of hate crime, but a reduction in repeat offences. To reduce BCS comparator crime, violent crime, burglary, vehicle crime, domestic violence.)</p> <p><i>Note: consideration being given to address private sector housing conditions (as in the amended NRF Floor Target).</i></p>	<p>Encouraging people to participate in sport, leisure and cultural activity was recognised as an intervention that contributes to wider economic, social and personal well-being and as such supports a number of proposed LAA outcomes.</p> <p>The development of effective neighbourhood arrangements (local support mechanisms focussed on tackling deprivation) will be critical in delivering Safer and Stronger</p>

<p>ensuring that all social housing is made decent by 2010. (Mandatory Outcome).</p> <p>Improve the quality of the local environment by reducing the gap in aspects of liveability between the worst wards/ neighbourhoods and the district as a whole, with particular focus on reducing levels of litter and detritus. (Mandatory Outcome).</p> <p>To increase domestic fire safety and reduce arson. (Mandatory Home Fire Risk Check)</p> <p>To develop community cohesion, increase social interaction and increase social inclusion (Strategy for Leicester)</p> <p>To reduce pollution and waste, support bio-diversity, achieve more efficient and sustainable use of resources, and increase environmental awareness. (Strategy for Leicester)</p>	<p>This is proposed as a specific outcome for the overarching theme of Leicester's LAA. Indicators developed in other blocks, particularly where they are concerned with addressing inequalities (e.g. in educational attainment, health and employment) will make major contributions to enhancing community cohesion.</p> <p>In addition to making a major contribution to the cross-cutting theme of sustainability, indicators under this outcome can be used to support outcomes in other blocks (e.g. link between reduced pollution and health).</p>	<p>Communities outcomes.</p>
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Healthier Communities and Older People Block

Leicester's Public Health Partnership has put forward outcomes in addition to the mandatory NRF Outcome.

The imperative to address the underlying social and economic determinants of health has not been included as an outcome as it will be covered in other LAA blocks and can be highlighted in supporting narrative.

High Level Outcomes	Key Local Issues related to Outcomes	Delivery mechanisms related to
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		Outcomes
<p>Reduce premature mortality rates, and reduce inequalities in premature mortality rates between wards/neighbourhoods, with a particular focus on reducing risk factors for heart disease, stroke and related diseases (CVD) [smoking, diet, physical activity] (Mandatory Outcome).</p> <p>Improve the health, wellbeing and independence of older people. (Strategy for Leicester)</p>	<p>Indicators will be developed to reflect the key local dimensions covered by the mandatory outcome (e.g. Heart disease and cancers, particularly related to smoking and lifestyle)</p> <p>Indicators will be developed reflecting local priorities identified in the Strategy for Leicester and the Social Care & Health 'Older Persons Strategy' (currently being developed in response to the recent joint inspection of city-wide older persons services).</p>	<p>Two key service improvements have been identified as a means of delivering the outcomes for this block:</p> <ul style="list-style-type: none"> • Ensure equitable access to health and social care services. • Support people to make changes to their lifestyle to improve their health

Economic Development and Enterprise Block

Leicester Economic Regeneration Partnership has proposed a single local outcome to compliment mandatory outcomes. These outcomes are designed to help deliver the vision for economic prosperity set out in the draft Community Strategy: "A city at the heart of a thriving sub-region that has mobilised the skills and economic potential of its diverse population to become a major driver of wealth creation in the East Midlands".

These outcomes are subject to Leicester securing financial support through the Local Enterprise Growth Initiative (LEGI)

High Level Outcomes	Key Local Issues related to Outcomes	Delivery mechanisms related to Outcomes
<p>For those living in the wards with the worst labour market position that are also located within the districts in receipt of NRF, significantly improve their overall employment rate, and reduce the difference between the employment rate and the overall employment rate for England. (Mandatory Outcome).</p> <p>To increase total entrepreneurial activity amongst the local population.</p>	<p>The three key themes identified in the Strategy for Leicester: Skills; Enterprise and Work are covered by the mandatory outcomes with the additional local skills outcome.</p> <p>However, if Leicester is unsuccessful in attracting LEGI, the extent to which enterprise outcomes can be delivered will be dependent on discretionary inputs from the key local economic development agencies.</p>	<p>Given previous poor comparative performance against this floor target, improvement in delivery mechanisms will be particularly important here.</p>

<p><i>(Mandatory where areas receive LEGI support)</i> To support the sustainable growth, and reduce the unnecessary failure, of locally-owned business. <i>(Mandatory where areas receive LEGI support)</i> To attract appropriate inward investors, making use of local labour resources. <i>(Mandatory where areas receive LEGI support)</i> To ensure that residents possess modern skills and attitudes, and are able to participate in a strong and inclusive workforce. <i>(Strategy for Leicester)</i></p>		
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