Finance Committee

Draft Budget 2012-13 CPP Consultation

Submission from South Lanarkshire Community Planning Partnership

1. **To what extent has preventative spending been embedded within the CPP’s work so that it focuses on trying to prevent social problems arising rather than on dealing with their consequences?**

The Community Planning Partners in South Lanarkshire are aware of the benefits of preventative spending in achieving better outcomes and in reducing demand on public services at a time of financial pressure and of increasing demand caused by economic, social and demographic change. No formal decision has been taken by the partnership to embed preventative spend in its joint working but the partnership does jointly consider reports on the economic, social and demographic situation and forecasts for South Lanarkshire to increase awareness of where demand is likely to come from and the consequences of the Christie Commission’s ‘failure demand’ on services. There is also the issue of what is defined as preventative spending – it could be argued that some mainstream funding is preventative spending.

2. **Can you provide specific examples of where the CPP has been effective in developing a preventative approach on (a) a collaborative basis and (b) an individual agency basis?**

The partnership would like to highlight examples where the partnership believes that it has been effective in developing a preventative approach.

**Collaborative**

(1) First Steps programme

The First Steps programme, which has been running since 2009, aims to ensure the best possible start in life for first time mothers and babies living in the most deprived areas of South Lanarkshire. There are currently 7 First Steps workers in three localities; Cambuslang/Rutherglen; Hamilton/Blantyre; and Larkhall. Each woman on the programme works with a single First Steps Worker who, by spending time and building a close relationship with her, supports her to have a healthy pregnancy. At the same time, important messages about parenting skills, healthy eating and physical activity are conveyed. The programme supports potentially isolated women to get involved in groups and activities in their communities. As well as providing intensive support to these women, the service assists other health staff who works with them during this critical time in their lives. Women may remain on the programme for several months as they gain in confidence with their babies. The duration of the programme will vary according
to the needs of the mother, but it can be up to a year if required.

(2) The Firereach programme

Firereach is run by the Strathclyde Fire & Rescue Service. It works in collaboration with partner agencies to identify young people who would benefit from support to enable them to make a positive change in their lives by helping them develop skills to become an effective member and/or leader of a team. It includes building their self-discipline, problem-solving techniques, confidence and communication skills and physical capabilities as well as giving them an understanding of the contribution that the Fire & Rescue Service and other agencies make to communities.

(3) Home Fire Safety Visit (HFSV) referrals

An approach has been developed where Council Social Work staff in all social work areas can refer service users to Strathclyde Fire and Rescue for a Home Fire Safety Visit. This initiative includes risk recognition training for team leaders and carers for early intervention and risk reduction. In partnership with the Council’s Housing and Technical Resources, SFR conduct Home Fire safety Visits for new tenants and offer the same service to existing tenants, particularly those in sheltered accommodation. This initiative also involves risk recognition training for housing personnel for early intervention and risk reduction.

(4) Move the Goalposts

Move the Goalposts (MTGP) is an educational and diversionary initiative using football as a means of diverting young people from gang participation, committing acts of anti-social behaviour and associated alcohol and drug misuse. It particularly targets young people aged 10-25 years who have a history of avoiding contact with public agencies. The initiative attends at identified “hot spot” areas throughout South Lanarkshire at times when anti-social behaviour is most prevalent. Through the use of specialist coaches and a moveable football pitch, MTGP operates on a nightly basis from Thursday to Sunday from 6pm-10pm throughout the year. Partners assist to signpost individuals onto other groups and activities further developing community sustainability. Youth related incidents and crimes have been dramatically reduced in all the areas that MTGP has targeted with reductions gained of up to 82%. A Community league has been formed whereby teams from targeted areas compete in a Tuesday night league further targeting territoriality issues and allowing MTGP to be active 5 nights per week. Over 40 young people aged over 16, will be undertaking SFA level 1 coaching qualifications in September 2011. This will offer employment possibilities and allow them to utilise their new skills in their communities aiding sustainability.

(5) The Community Safety Joint Problem Solving Unit
The unit brings together a range of specialised services to both address anti-social behaviour and to prevent problems escalating. It involves officers from various Council departments and Strathclyde Police and involves mediation services, anti-social investigation teams and community wardens. It also works alongside partner agencies including Victim Support Scotland.

(6) Ditch a Knife, Save a Life

Due to the increase in knife crime and violent crime in South Lanarkshire, staff through consultation identified a need to inform and educate young people on the dangers associated with knife crime and gang culture. The project was designed and involves an interactive session delivered by youth workers followed by an information session including a question and answer session around the dangers and the law associated to violent crime and gang culture. Working in partnership with the Violence Reduction Unit and Medics Against Violence, 295 young people throughout the Hamilton area took part in the pilot programme with over 50% saying that they would not carry a weapon in the future. The programme is being rolled out across secondary schools in South Lanarkshire.

(7) Continuing On to Other Opportunities

CO3 is an intensive 4-week programme that explores and develops employability skills for young people in the More Choices, More Chances (MCMC) category, referred through partner agencies. The programme is tailored specifically to meet the individual needs and aspirations of this particular group of young people, and is delivered using youth work methods to ensure their engagement, participation and development of their learning to increase their employability. Young people explore the fundamentals of the world of work as well as more traditional aspects such as CV creation, cover letter writing and skills assessment. The young people come from chaotic backgrounds such as having been homeless and in some cases, have moved from the sister project H2O (Heading to Other Opportunities) to CO3 as part of their ongoing support towards the world of work. Successes post programme include going to college, gaining employment and moving onto to more advanced training programmes with other agencies.

(8) Participatory Budgeting work Overton, Cambuslang.

As part of a Partnership problem solving approach a joint enforcement action plan was prepared by the Council's Anti-

Social Investigation Team, Housing Services, Criminal Justice Services and Strathclyde Police to tackle high levels of antisocial behaviour in the Overton area. The initiative was named 'Operation Sentinel' and ran from August to October 2009. There was a significant reduction in reported crimes during the period of the operation with a 53% reduction achieved to number of incidents in the previous year.
The Council was one of five authorities who were successful in obtaining funding from the Scottish Government to pilot participatory budgeting within Scotland. The initiative has received a positive evaluation and partners have now secured funding for its continuation.

(9) Safer South Lanarkshire

Safer South Lanarkshire is a multi-partnership initiative targeting alcohol related violence and disorder within south Lanarkshire funded by Lanarkshire ADP for the last 4 years. A wide range of interventions have resulted in a substantial and sustained reduction in targeted crimes (Serious Assault -36%, Vandalism -29%). Costs for violent crime across all service providers are significant.

A Home Office research study on the ‘Economic and Social costs of Crime’ allows Safer South Lanarkshire to identify known financial savings for partners in relation to Serious Assault and Vandalism over the duration of the initiative to be £10,848,100. This highlights that for every £1 spent on Safer South Lanarkshire, £27 is being saved elsewhere.

(10) Hamilton Safer Streets Initiative

In 2006 Hamilton Town Centre along with 7 other town centres and 4 cities were identified as being the hardest hit by alcohol related violence and disorder during the festive period. Funding provided by the Scottish Government and South Lanarkshire Community Safety Partnership allowed for a wide range of interventions to be implemented. Significant and sustained reductions were achieved in relation to crimes of violence and ASB (Serious Assault -83%, Simple Assault -65% and Vandalism -79%). The known savings for partners over the 4 year duration is £3,563,000. This highlights that for every £1 spent on Hamilton Safer Streets Initiative, £27.50 is being saved elsewhere.

Individual Agency

(1) The Intensive Family Support programme

This Council programme was developed from a pilot funded by the Scottish Government called Breaking the Cycle. The South Lanarkshire pilot was the only one to continue after the Scottish Government funding ended and is operated in-house. It provides extensive support to families who have failed to respond to other support assistance due to their extreme behaviour and chaotic lifestyles. Support plans are developed for each family based on their individual needs.

(2) Re-enablement programme

The Council has been piloting a Re-enablement programme. All new referrals for home care services in two pilot areas are considered for re-enablement, although
there are some groups which are not included in the programme, e.g., people with significant cognitive difficulties, severe dementia, vulnerable people or those in need of end of life support. The teams include Occupational Therapists to ensure that the benefits of re-enablement are maximised with people accessing daily living equipment promptly. The Re-enablement approach in home care offers support and encouragement to clients to empower them to help themselves and so maintain their independence. Goal setting and review of outcomes achieved are central to the re-enablement approach. Re-enablement contributes to the policy of supporting people to live healthy and independent lives at home for as long as possible and the outcomes are delivered through a multi-disciplinary approach.

(3) Sportworx (Sportworx, Jnr Sportworx, Danceworx and Urban Soccer)

The Sportworx project is specifically designed to provide opportunities for the participants to maximise their social, educational and personal development. Young people are referred through partner agencies and have the opportunity to participate in an organised and certificated programme that is geared towards the achievement and attainment of professional sporting and educational qualifications. Since it began in 2006, over 300 young people have participated delivering opportunities to over 5,000 beneficiaries within schools and communities as part of their volunteering commitments. Each young person has committed a minimum of 30 hours and in preventative spend terms, each hour equates to approximately £16 p/h cost benefit income.

(4) Youth Achievement Awards

Youth Learning Service offer support to the curriculum through the delivery of Youth Achievement Awards by offering a peer assessed approach to recognising and accrediting young people’s achievements. Many of these young people are disengaged from mainstream education and have taken massive steps to participate in structured activity; achieving targets that they set for themselves. The Youth Achievement Awards are levelled against SCQF framework going from general standard grade to advanced higher. Approximately 1,700 additional awards have been gained in supporting young people’s movement into the job market.

3. **What baseline evidence is used to measure how preventative outcomes are being achieved?**

This takes two forms in South Lanarkshire. It includes the overview of trends contained in the partnership’s work on auditing the economic and social situation in South Lanarkshire as well as the monitoring at a programme level of the outcomes achieved by the clients of the programme. The partnership acknowledges the issues around this approach – some of the data upon which the wider situation is considered is not timeous and in general the client data
does not extend into the medium and long term when it is generally acknowledged the benefits of preventative spending are ‘delivered’. At a time of increasing pressure on resources, the ability of the partners to carry out rigorous evaluations that would involve full cost-benefit analyses and longitudinal surveys of participants to measure achievement over the timescales involved is unlikely. In many instances, the ‘best’ that can be achieved is considering the ‘initial’ situation with that after the client has been through the programme or intervention to measure any changes and infer the likely outcome.

4. **What are the main barriers for the CPP to overcome in developing more effective collaborative working and moving towards a more preventative approach to public spending?**

There are a number of barriers – one is the fact that the partners have different budgetary arrangements and cycles - some have annual budgets which are not confirmed until very late in the day and others have 3-year budget cycles. It must also be acknowledged that partners both have to look at local needs and opportunities in a context and also where the Scottish Government can directly influence activity by partners to deliver a national agenda which may limit the space for local action. A third issue is around statutory duties and regulations which can put up barriers to collaborative working and a preventative approach. The Scottish Government has acknowledged that it is understandable that the public sector may increasingly focus scare resources on meeting their statutory obligations.

5. **In oral evidence to the Committee, COSLA stated that: “we want budgets to be thought of more as being part of the public purse than as belonging to the council or NHS”. To what extent are CPP partners able to pool their budgets, or even reallocate budgets to other agencies, and make joint spending decisions through initiatives such as the Integrated Resource Framework?**

As stated in the response to Question 4, there are issues in relation to partner budgets being seen as partnership budgets – the different budgetary cycles and the allocation of local budgets to some partners on a top-down basis to deliver national or ‘regional’ services and meet objectives set elsewhere than in South Lanarkshire and the need for partners to meet their own statutory service obligations. This can mean that it is only at the margins involving discretionary spending that preventative approaches can be supported – and this is the spending that is most under pressure at times of financial restraint.

6. **Are new financial and governance arrangements needed to strengthen this process?**

The partnership believes that placing the partners on the same budgetary cycle would be a good start to strengthen the efforts to look at partner budgets in a
partnership way. Similarly a review of statutory duties for all the partners to see the extent to which they remain fit for purpose and whether they support or not the ability of the organisation to act and deliver in a collaborative, flexible way to support preventative spending and joint approaches. The partnership sees the Change Fund as a way in which the Scottish Government can act to provide support for changes to a more preventative spending arrangement and to free up resources – but that such funds need to be about delivering the transition

7. **What long term planning is carried out by CPP’s to fully deliver on preventative spending strategies and how do they plan for this within more short term budget periods?**

The community planning partnership in South Lanarkshire is based on a thematic approach with monitoring and reporting of activity through the Single Outcome Agreement and service and partnership planning is delivered in this context. As stated earlier the partnership has a strong understanding of the current economic and social pressures at play in the area and, with its forecasting work, is developing possible future contexts for services. It is now considering developing this work to provide more focus on a thematic basis to both support the partnership planning of the various thematic partnerships as well as their reporting to the board. In this context, the Board will be requiring the partnerships to explicitly detail their preventative spending strategies as well as any barriers, etc. to this approach.

8. **The Scottish Government’s response to the Committee’s preventative spending report stated: “The Spending Review that will follow the Scottish elections in May will provide another opportunity for the Scottish Government to support delivery agencies in their efforts to increase the proportion of their budget dedicated to preventative activity.” What support would CPP’s welcome?**

The community planning partnership would welcome any action to tackle the barriers identified in relation to question 6 – budgetary cycles, statutory duties and regulations, more use of Change Funds to fully support transitions to more preventative spending. One of the key challenges facing all preventative spending approaches is that the benefits often are most apparent in the medium to long term and these benefits may end up impacting most on those agencies not involved in supporting the initial preventative spending approach.

It would also welcome more work by the Scottish Government to expand the knowledge base over preventative spending which the partners are unlikely to be able to afford, full cost-benefit analyses and longitudinal surveys. It believes that perhaps more ‘cost consequences’ approaches, as was undertaken on the Breaking the Cycle evaluation might also be helpful in engendering support amongst officials and communities towards a preventative spending approach. This methodological approach identifies and tabulates all of the relevant costs
(which reflect the value of the resources used) and the possible consequences associated with a particular intervention. It clearly shows decision makers what is included and excluded from the analysis and where information is quantitative and qualitative.

No attempt is made to combine the costs and benefits formally into a single measure (as done in traditional economic evaluations), but it allows decision makers to use the assembled information to draw their own conclusions. The overall objective of this economic evaluation is to consider the values of the resources used and possibly prevented from being used that are associated with an intervention to determine the extent to which the approach offers good value for money.