

FLINTSHIRE COUNTY COUNCIL

REPORT TO: **EXECUTIVE**

DATE: **27 MARCH 2012**

REPORT BY: **CHIEF EXECUTIVE**

SUBJECT: **‘SHARED PURPOSE – SHARED DELIVERY’ –**
WELSH GOVERNMENT CONSULTATION ON
INTEGRATING PLANS AND PARTNERSHIPS

1.00 PURPOSE OF REPORT

- 1.01 To provide an overview of the consultation on the proposed statutory guidance produced by the Welsh Government on integrating plans and partnerships 'Shared Purpose - Shared Delivery'.
- 1.02 To endorse the responses to the consultation.

2.00 BACKGROUND

- 2.01 In June 2011, the Welsh Government agreed to the rationalisation of plans and partnerships. In July, the Minister for Local Government and Communities challenged local authority leaders and partners to reduce their local partnerships.
- 2.02 Following this the "building blocks" of a proposed new policy were endorsed by local government leaders at the Partnership Council. These included:

A **robust evidence base** from which to determine the greatest priorities for action at a local level.

A **single integrated plan**, based on an outcomes methodology, owned by the Local Service Board (LSB). This will build on and replace the separate statutory plans which are now in place – Children and Young People, Health Social Care and Well-Being, Community Safety and the Community Strategy.

A **significant rationalisation of partnerships**, including potential merger of adjacent LSBs, in the context of more widespread regional collaboration.

Strengthened accountability and scrutiny including robust performance management.

2.03 A copy of the document Shared Purpose - Shared Delivery can be found via the following link:

English: <http://wales.gov.uk/consultations/improving/shareddelivery/?Lang=en>

Welsh: <http://wales.gov.uk/consultations/improving/shareddelivery/?Lang=cy>

Copies are also available in the Members' Library.

2.04 The main reasons for changing present arrangements are:

- Greater clarity on the role of local service boards including in relation to emerging regional configurations.
- Reducing the cost of complexity and duplication.
- Improving outcomes and delivery.
- Strengthening accountability, performance management and scrutiny.

Partnership Working in Flintshire

2.05 In October 2009, the Flintshire LSB signed off the Community Strategy as a 'County Vision' for Flintshire 2009 to 2019. This vision is used to not only shape the local authority's financial and business planning processes but also those of its community planning partners, and is based on five priority areas:

- Economic prosperity
- Health improvement through everything we do
- Learning and skills for life
- Living sustainably
- Safe and supportive communities

2.06 The LSB was established in 2009 and under its Terms of Reference has five principal roles:

- Effective and trusting partnership relationships as a set of local leaders.
- Discharging the responsibilities of the LSB – this includes producing a meaningful and fit for purpose Community Strategy.
- Consistent and effective governance and performance of strategic partnerships, e.g. Community Safety Partnership (CSP), Health, Social Care and Well Being Partnership (HSCWBP), Children and Young People's Partnership (CYPP) and Regeneration Partnership.
- Identifying common issues as public bodies/employers.
- Promote collaboration in the design and provision of local public services to make best economic use of local partner's resources, such as people, money, assets and technology.

2.07 Working alongside the Flintshire LSB are eight key Strategic Partnerships:

- Children & Young People's Partnership and 'Making a Positive Difference' Plan (2011 to 2014)
- Community Safety Partnership and Strategic Plan (2008 to 2011)
- Flintshire Housing Partnership
- Health, Social Care and Well-being Partnership and the Good Health, Good Care Strategy (2011 to 2014)
- Flintshire and Wrexham Local Safeguarding Children Board Strategic Plan (2011 to 2014)
- Regeneration Partnership
- Voluntary Sector Compact
- Youth Justice Plan and Board

2.08 The Strategic Partnerships exist for a number of reasons:

- Statutory provision i.e. Children and Young People's Partnership; Community Safety Partnership; Health, Social Care and Well-being Partnership; Local Safeguarding Children Board, Youth Justice Service.
- National agreement e.g. Voluntary Sector Compact
- Local agreement to ensure a more strategic and integrated approach, e.g. Regeneration Partnership, Housing Partnership.

North Wales Partnership Review

2.09 In 2010, a review of partnerships across North Wales was commissioned by the six North Wales local authorities, North Wales Police, Betsi Cadwaladr University Health Board, North Wales Fire and Rescue Service and the Welsh Ambulance Service.

2.10 The aim of the Review was to set a vision for partnership working across North Wales supported by clear outcomes, performance measures and a positive commitment to saving management time and improving governance and accountability by reducing the number of meetings and proposing more regional working.

2.11 The partnerships that were included in the review were:

- Local Service Boards
- Youth Justice Service
- Children and Young People's Partnerships
- Health, Social Care and Well-Being Partnerships
- Local Safeguarding Children Board

2.12 The review arose as the current system was unsustainable:

- i. The reductions in funds for public services mean that there will have to be fewer priorities, underpinned by fewer meetings and

- ii. in some areas, less funding to support partnership employees.
- ii. Some grants enabling local authorities to provide functions to support certain partnerships have been reduced.
- iii. Reductions in funding available to statutory partners, e.g. the Police and the Health Board impacts on their capacity to support the current volume of partnerships at a local level.

2.13 In addition, it was recognised that there was a degree of duplication in the content, delivery and production of statutory plans.

2.14 Changes have been implemented as a result of the review.

The introduction of a new North Wales Regional Leadership Board (RLB) in January 2011 to:

- Build on the good examples of leadership and collaboration at a regional level, the North Wales Leadership Board will promote more partnership working.
- Draw on the National Work Programme to improve public service performance.
- Co-ordinate and lead the process of negotiating further rationalisation of partnerships and monitor progress in the regional merger of other 'strategic' partnerships. The establishment of a Safer Communities Board will enable the testing and evaluating of a regional approach that could be applied to partnerships, such as the Children and Young People's or Health, Social Care and Well Being.

A move to a regional Safer Communities Board by April 2012:

- This Board will take responsibility for governance, regional commissioning and formal accountability and oversight of operational delivery arrangements of CSP's and Youth Justice Services.
- The Board is supported by sub-regional groups, as defined by local needs. These groups are operational and require service integration at a sub-regional level to ensure consistency in delivery across the region.

2.15 Phase 2 of the review provides the potential to move to regional Boards to encompass the governance, regional commissioning and formal accountability and oversight of operational delivery arrangements of HSCWB and CYPP's.

3.00 CONSIDERATIONS

3.01 The Welsh Government (WG) published, for consultation, statutory guidance on integrating plans and partnerships called 'Shared Purpose - Shared Delivery'.

3.02 The aim of the guidance is to **strengthen the role and accountability of Local Service Boards** in Wales.

3.03 The Welsh Government proposes that the Local Service Board (LSB) should lead on:

- Agreeing strategic priorities for multi-agency working to support the broad agenda set out in the National Programme for Government and responding to clearly evidenced local needs.
- Ensuring appropriate systems are in place to achieve improvements and that managers and front line staff across agencies are working together effectively, and that agreed priorities are reflected in individual organisations' corporate plans.
- Ensuring partnership and delivery structures are fit for purpose and accountable.
- Challenging where there is underperformance or coasting and implementing changes that reflect evidenced best practice to improve outcomes for the local population.
- Reviewing and reporting annually on progress to the public, Welsh Government, democratically elected members, and LSB member organisations.

3.04 The proposal also includes replacing the four existing statutory plans with a **single integrated plan** which will be driven by the Local Service Board. The Plan would be used to meet statutory responsibilities in relation to the development of plans and strategies under the following legislation:

- Local Government (Wales) Measure 2009 - Part 2: Community Strategies and Planning (Ss 37-46).
- Children Act 2004 (Part 3: S26) (which includes plans required in accordance with the Children and Families (Wales) Measure 2010 (S2) and the Mental Health (Wales) Measure 2010 (Part 1)).
- Childcare Act 2006 (Ss 22 and 26).
- NHS (Wales) Act 2006 (Part 3: S40).
- Crime and Disorder Act 1998 (Part 1: S6).

3.05 This would currently incorporate:

- Flintshire County Vision - 2009 to 2019.
- Making a Positive Difference Plan - 2011 to 2014 (Children & Young People's Partnership).
- Community Safety Strategic Plan - 2011 to 2014.

- Good Health, Good Care Strategy - 2011 to 2014 (Health, Social Care and Well-being Partnership).

3.06 This guidance would replace:

- Local Government (Wales) Measure 2009 - Part 2: Community Strategies and Planning.
- Stronger Partnership for better outcomes - Guidance on local cooperation under the Children Act 2004 – issued August 2006 and subsequent guidance on the Children and Young People’s Plan.
- Health Social Care and Wellbeing Strategy Guidance 2011/12 to 2012/13.

3.07 The expectation is that the single plan would be based on a comprehensive **single needs assessment**, use an outcomes based methodology, and pay attention to the needs of the whole population in the local area but with a specific focus on groups who are disadvantaged, vulnerable or at risk of becoming vulnerable.

3.08 The consultation highlights that the development of a single integrated plan and the process partners must undertake to produce it must be underpinned by an understanding that in order to improve delivery:

- Welsh Government and its partners must have a shared understanding of the priority outcomes. The Programme for Government provides this framework.
- The most pressing outcomes require different partners to work together: they cannot be solved from service silos. The LSB has a strategic role in providing local collaborative leadership.
- Sustainable improvements can only be achieved through prevention and early intervention, based on analysis of need not demand. The LSB will need to be supported by a much stronger corporate and multi-agency focus on needs analysis.
- Improved outcomes require more strategic commissioning and delivery, and a willingness to rethink, redesign and implement system wide changes. Engaging citizens and the workforce is essential.

3.09 The proposals also refer to the Local Government (Wales) Measure 2011 which places a new requirement on local authority scrutiny committees to scrutinise designated public service providers in their area. A Ministerial Order will set out which service providers are to be so designated and therefore will be subject to local government scrutiny. In practice, this will mean that the local authority scrutiny committee(s) will have a strengthened role in relation to the scrutiny of the LSB and partner organisations where they are designated as being public service providers by the Ministerial Order and consequently in scrutinising delivery against the single integrated plan.

3.10 The 12 week consultation period set by the Welsh Government ends on 30th March 2012. The LSB's response to the consultation on behalf of LSB Partners and the eight Strategic Partnerships is attached at Appendix 2.

3.11 In response to these proposals, my professional view supported by our LSB and the strategic partnerships in Flintshire in summary is as follows:

- By majority we do not support the proposal to make LSB's a statutory body. (some partners support the proposal)
- We do support reasonable extension of partnership rationalisation.
- We do support the special proposals for ways of making partnership rationalisation work, for example, the Single Integrated Plan.
- We want local freedom in the number of partnerships that exist in Flintshire without the need for prescriptive and intrusive statutory guidance that defines the way in which partnerships must operate.
- We believe that LSB's should have the freedom to act and prioritise allowing for local decision.
- From the outset, the Flintshire LSB has had a role of overseeing and coordinating the strategic partnerships. Strategic Partnerships have had freedom over their approach to delivery. By giving the LSB's more control, this may have a negative impact as partners may become protective over sovereignty.

3.12 The Community Profile and Partnerships Overview and Scrutiny Committee considered the consultation document and its impact at its meeting on the 5th March. The following observations were made:

- The consultation document was difficult to understand and included inappropriate terminology;
- There appeared to be a lack of consistency about the Scrutiny arrangements; page 17 of the document refers to a designated person being scrutinised but on page 18 the text refers to the Scrutiny of the LSB "as a whole";
- There was concern around the "joint scrutiny committees" underpinning the compact particularly around assurances of local level accountability;
- There appeared to be some confusion about the "intent" from Welsh Government;
- Clearer guidance was required around how Scrutiny Committees could respond to regional issues that may be different to local issues;

- The Committee felt that the Welsh Government role to deliver the Programme for Government was being placed upon the LSB.

As detailed in the report to Executive on the 15th February 2012, the Protocol adopted by Council supporting the Compact between Welsh Government and Welsh Local Government adds and provides assurances around the role of Overview and Scrutiny in addressing the governance of collaboration and performance arrangements.

In addition, regular reports to Overview and Scrutiny and the Executive are made on a regular basis at two levels - 1) partnership activity and performance, and 2) service issues.

4.00 RECOMMENDATIONS

- 4.01 That the Executive support the comments outlined in 3.11 - 3.12 above and the basis for a consultation response to Welsh Government.

5.00 FINANCIAL IMPLICATIONS

- 5.01 There are no financial implications directly associated with this report.

6.00 ANTI POVERTY IMPACT

- 6.01 There are no anti-poverty impacts directly associated with this report.

7.00 ENVIRONMENTAL IMPACT

- 7.01 There are no environmental impacts directly associated with this report.

8.00 EQUALITIES IMPACT

- 8.01 There are no equalities impacts directly associated with this report.

9.00 PERSONNEL IMPLICATIONS

- 9.01 There are no personnel implications directly associated with this report.

10.00 CONSULTATION REQUIRED

- 10.01 None.

11.00 CONSULTATION UNDERTAKEN

- 11.01 Consultation with Local Service Board partners and the Strategic Partnerships has been undertaken.

11.02 An overview of the consultation was presented to the Community Profile and Partnerships Overview and Scrutiny on the 5th March 2012.

12.00 APPENDICES

12.01 Appendix 1: LSB Response to Consultation Questions, March 2012.

**LOCAL GOVERNMENT (ACCESS TO INFORMATION ACT) 1985
BACKGROUND DOCUMENTS**

None.

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