

Report to the Stockport Partnership Board
8 December 2009

Partnership Governance Arrangements

Report of the Corporate Director, Business Services and the Assistant Chief
Executive - Strategy and Democracy, Stockport Council

1. Purpose of the Report

To update the Partnership Board on proposed developments to the Public Service Commissioners Co-ordinating Board (PSCCB), LAA Core Group and Learning and Skills Partnership and consider the implications for the Board.

2. Background

At the meeting of 15 September 2009 it was not possible to consider fully a report on developing Partnership governance arrangements. The report recommended that the role and remit of the LAA Core Group be extended to take on a broader role for performance management of the Community Strategy and associated partnership developments. This recommendation was subsequently agreed via e mail after the meeting.

The report also set out proposals to develop the PSCCB to address the emerging challenge of resource management. This report revisits these original proposals and updates the Board on developments made since the September meeting.

Drivers for change

As summarised in the original report Audit Commission Guidance has challenged Local Strategic Partnerships to assess their approach to resource management and consider how an area wide approach to performance and resource management ‘...that collectively and effectively influences the use of mainstream resources can be taken’.

The need to strengthen local performance and resource management is fundamental to the changes proposed in this paper. Pressure on public finances will increasingly require public services to achieve more with less resource by working collectively and developing a more strategic approach to commissioning based on clear understanding of needs.

Examples of good practice already exist in Stockport, for example within the development of the ‘Section 75’ agreement between the Council and NHS Stockport. Greater Manchester authorities are participating in the national Total Place pilot, which will map flows of public spending in local areas and make links between services, to identify where public money can be used more effectively. Using this learning and developing a ‘Total Place’ approach to public services within the Borough is considered to be an emerging priority for the Stockport Partnership.

3. LAA Core Group

3.1 Summary of developments

Following the conclusion of LAA negotiations the Core Group considered how it could maximise the value it adds to the Partnership beyond the performance management of specific LAA indicators. The Group agreed that there was scope and value in extending their remit and proposed that the group:

- Manages performance against partnership priorities and outcomes, including those set out in the LAA and Community Strategy
- Increases the focus on the use of intelligence and understanding cross cutting issues such as inequalities
- Leads on the identification of partnership risks through the LAA and supports the development of the partnership to address these risks
- Supports the development and strengthening of partnership working in support of community strategy outcomes

To reflect this extended remit the group has been renamed the Partnership Co-ordinating Group (PCG) and revised terms of reference can be found at appendix 1. The above changes were reported to the last meeting of this Board and endorsed remotely following the meeting.

3.2 Progress to date

The development of the PCG is underway and work is ongoing to develop its membership to ensure it remains fit for the revised purpose.

Since the previous report the Assistant Chief Executive, Strategy and Performance has become established in post at Stockport Council, taking lead responsibility across the Authority for performance management and working with the Partnership. Consideration has therefore been given to how the Council can best support this group, and the PSCCB. It is proposed that the Assistant Chief Executive – Strategy and Performance takes over the Chair of this group from the Corporate Director, Business Services. This recommendation should be considered in the context of the recommendation made at 4.7.

4. Public Service Commissioners Co-ordinating Board

As stated in section 2 an enhanced focus on developing a partnership approach to the use of resources is essential to complement performance arrangements, effectively address under-performance and support the delivery of priority outcomes within what will be a reduced level of public sector resources.

At the meeting of 10 November the PSCCB considered how it might achieve this ambition. The PSCCB agreed the four key resources which should fall within the remit of the Board: finance; information; people; and estates, together with an overview of strategic commissioning and governance. In essence, the Board's role could be said to be the development of a 'Total Place' approach to the use of public sector resources within Stockport

4.1 Finance

The original PSCCB terms of reference stated that it was the remit of that board to *improve the efficiency and effectiveness of public expenditure in the locality to achieve the Borough's ambitions*. The PSCCB agreed that this remained relevant and that undertaking work to identify, monitor and influence total public expenditure in the Borough remained a priority. Work is underway to identify mechanisms which could achieve this aim.

4.2 Information

Sharing information to identify joint working opportunities and potential conflict was also included within the original remit of the PSCCB. Developing the Partnership's use of information, including the sharing of data by partner organisations, is fundamental to understanding how best to deploy resources and achieve priorities. In this regard the proposed development of a 'Local Information System' for the Partnership is being taken forward on behalf of the Partnership and reported to the PSCCB.

4.3 People

The original terms of reference state that the PSCCB should *promote an effective and efficient public sector workforce*, and again this aim remains relevant. A mechanism to take this forward across the Partnership, building on examples of good practice within individual organisations and partnerships needs to be identified.

4.4 Estates

The public sector estate was not explicitly included within the original remit of the PSCCB. However, land and property are important public sector resources and consideration was given to how efficiencies can be realised through, for example, shared estates and asset management and potential co-location of services. Following a recent council scrutiny review which made recommendations regarding the development of a partnership approach to the use of public land and property assets it was agreed that this be the work stream taken forward by the PSCCB as an immediate priority. Appendix 2 provides a summary of the discussions held at the PSCCB meeting and outlines the proposal for taking the matter forward.

4.5 Strategic Commissioning

The Board as it develops will need to take account of commissioning processes that currently operate within the Council and partners agencies. It is proposed that this group should also take a lead on driving the development of an overarching commissioning strategy that brings together and agrees strategic commissioning principles and approach.

4.6 Governance

The need for the Partnership to respond to emerging national policy and local priorities, particularly in light of what the general election and 2011 Comprehensive Spending Review will produce, has enhanced the need for a designated group to retain oversight of partnership governance arrangements and ensure they remain fit for purpose with clear accountability. The PSCCB considered that this be included within their revised remit.

4.7 Terms of Reference and Membership

In light of this enhanced focus on use of resources the PSCCB proposed that the reconstituted board be known as the Public Services Resources Board and be chaired by the Corporate Director, Business Services, Stockport Council within whose directorate resides responsibility for finance, workforce development, information management, and land and property...

At this stage it is proposed that the original member organisations be retained but that going forward consideration is given to who the most appropriate people are to represent those member organisations. In addition, it is recognised that the broad remit of the reconstituted Public Services Resources Board will be best achieved by a flexible approach to membership at times to allow organisations to identify relevant people to attend meetings based on the agenda. This will include the establishment of task groups to take forward joint working on key themes (such as the Partnership Estates Group suggested in Appendix 2)

This Board is asked to endorse the proposed changes as detailed in the Draft Terms of Reference, included at appendix 3.

5. Learning and Skills Partnership

In response to the emerging challenge of tackling worklessness in the current economic climate, the Learning and Skills Partnership has considered its remit and how it can enhance the contribution to reducing worklessness. The partnership recognises the strong links between the skills and worklessness agendas and in recognition of this the Partnership has agreed that it should be re-named the Adult Education, Skills and Employability Partnership.

Following the departure of Peter Roberts, Lyn Merilion has taken the Chair of the partnership on an interim basis pending the formal appointment of a Chair. This will take place when the Partnership meets on the 3 December, and be reported to this board at the meeting of 8 December.

6. Recommendations

That the Partnership Board:

- a. Comments on and endorses the revised remit and name of the Public Services Resources Board as detailed in the Terms of Reference, Appendix 1.
- b. Endorses the proposed changes to the chairing arrangements of both the Partnership Co-ordinating Group (paragraph 3.2), and the Public Services Resources Board, (paragraph 4.7)
- c. Endorses the appointed Chair of the Adult Education, Skills and Employability Partnership
- d. Considers the implications of these revised arrangements for the Partnership Board

Appendix 1

The Stockport Partnership Coordinating Group (SPCG)

Previously the LAA Core Group

Agreed Sept 09

Purpose of the Group

To coordinate the operational delivery of the Community Strategy on behalf of the Stockport Partnership, facilitate cross partnership working on cross-cutting issues and provide re-assurance and challenge to the Stockport Partnership Board (SPB) and thematic partnerships.

Roles and Responsibilities:

Members should be in a position within their organisation to:

- Inform alignment of budgets in support of the Community Strategy
- Influence delivery of services in support of the Community Strategy

Members will be responsible for:

- Taking oversight of intelligence to ensure the Community Strategy remains relevant
- Identifying and responding to cross cutting issues for the partnership including tackling inequalities
- Making recommendations to PSCCB on allocation of resources, including PRG
- Negotiating and refreshing the Local Area Agreement targets
- Monitoring delivery of the LAA
- Managing Partnership Risk register
- Informing the Partnership Board's agenda and work programme
- Informing partnership performance management arrangements
- Contributing to the Partnerships response to CAA
- Communicating the priorities, achievements and risks to delivery of the Community Strategy across the relevant organisation(s) and thematic partnership(s)
- Supporting the ongoing development of partnership working in Stockport

In addition Partnership Lead Officers will:

- Chair Partnership Performance Groups
- Cascade information from this Coordinating Group to the Performance Groups, and feedback from these Groups
- Brief relevant thematic partnership chairs and lead Councillors

Relationships/ Accountability:

The SPSG will make recommendations to and receive direction from:

- The SPB on areas of exceptional and underperformance, and risks to delivery.
- The PSCCB on resource implications

The SPSG will receive recommendations and give direction to:

- Performance Groups
- Thematic Partnerships

Reporting:

- Quarterly to the SPB
- Quarterly from the Performance Groups

Meetings:

Frequency to be agreed

Public Services Resources Board – A Partnership Approach to Land and Property

In June 2009, the Council's Corporate, Resource Management and Governance Scrutiny Committee undertook a review of the way in which the Council managed its Estate, looking specifically at land and property management. The Council estate comprises around 16% of the Borough's land area, has an overall value of some £792m and provides a significant resource to the borough. The review made a number of recommendations including:

- the need to prepare a long term strategy for the estate;
- that a group of senior officers should be brought together to oversee this with a mandate to ensure a corporate approach;
- **that the Stockport Partnership Board be asked to direct the Public Services Commissioners' Co-ordinating Board to examine how land and property management issues can be addressed in partnership.**

At the Public Services Commissioners' Co-ordinating Board meeting on 14 November, the Partnership Co-ordinator for NPS Group gave a presentation on the development of a Partnership Estates Strategy. This presentation looked not only at the recommendations of the Scrutiny Review but also other drivers – specifically the Use of Resources Assessment and Total Place Initiative and proposed a way forward for the Partnership on this issue.

The Use of Resources Assessment for 2008/09 placed an increased emphasis on partnership working and introduced a specific Key Line of Enquiry (KLOE) on partnership working around assets:

“Work with partners and community groups to maximise the use of assets for the benefit of the local community”

Stockport Council was assessed against this KLOE and the Audit Commission commented as follows:

“...There is some evidence that the Council works with partners and community groups.....examples of joint use in consultation with partners have been opportunistic rather than embedded across the organisation”

There is clearly some work to be done to improve this position.

The Total Place Initiative looks at how a 'whole' area approach to public services can lead to better services at less cost. It has strong links to the Government's Operational Efficiency Programme and there have been 13 pilots set up nationally. Greater Manchester is one of these pilots and its focus is on children's (0-5 yrs) services. A number of the other pilots - Kent, Worcestershire and Lewisham – are focussed on asset management.

Total Place comprises three activities – Counting, Culture and Customer Insight. Counting requires public organisations to 'map the money' – to get a picture of where the 'whole' public purse is being spent; to make links between spending and to identify where the funding can be spent more effectively. Culture requires the same organisations to look at the way in which things are done and how to do them better both within single organisations but also between organisations – working together. Finally, the third element - Customer Insight. This requires public organisations to gain a better understanding of customer need and, specifically, to identify opportunities for collaboration on service design and use of resources and to focus on opportunities for partners to join up and exploit shared data.

The Total Place Initiative offers significant opportunities to the partnership over a range of services but particularly in looking at land and property assets. The three pilots offer some insight into what can be achieved through looking at property collaboratively and all are looking to achieve:

- Greater efficiencies from rationalisation

- Joint procurement of energy and facilities management
- Transformation of service delivery – co-location, better access, choice of access channel
- Environmental benefits – reduced energy usage and reduced emissions

Recognising the fact that public services are facing significant financial issues in coming years and building on the above, the Partnership Co-ordinator from NPS Group has been developing an approach to service improvement and efficiency that uses property as a catalyst. Early discussions with representatives from the Council, NHS Stockport, NHS Foundation Trust, Greater Manchester Police, Stockport College and the Office of Government Commerce (OGC) suggest that there is strong support for using the approach outlined by the Total Place Initiative to examine property issues across the borough with a focus on how the public sector can collaborate to improve services and access to those services and, at the same time, make efficiencies.

To this end it is proposed that a sub-group of the Public Services Resources Board is established, a Partnership Estates Group, which will drive forward the initiative on behalf of the Stockport Partnership. The project will initially carry out a COUNT – an information gathering exercise followed by analysis of property and associated data – for example, running costs, energy costs etc. in order to establish the totality of the public purse that is spent on property. This initial phase will also look at what services are carried out from and the number and types of employees who work from the various buildings. Phase two – CULTURE and CUSTOMER INSIGHT – will take the information presented to the partners and begin to look at how services are delivered and will begin to identify efficiencies and look at resource planning. Phase three will comprise the development of an Asset Rationalisation Strategy and implementation plan. Finally, there will be the actual implementation of the outcomes of the project.

A number of factors will be critical to the success of this project. These can be summarised as follows:

- excellent relationships between and understanding of partners and partner agencies;
- commitment to collaboration;
- understanding of customer needs and expectations;
- ability of partners to have the debate and discussion – a mature relationship which recognises and is able to act on the need that there may be for one organisation to give a little in some instances for the greater number to benefit;
- the ability of partners to think and act innovatively.

It is anticipated that this group would meet for the first time in mid January 2010

**Public Services Resources Board (PSRB)
Revised Terms of Reference**

Purpose of the Group

To develop a partnership approach to optimising the use of public resources¹ in the Borough on behalf of the Stockport Partnership in support of the delivery of Community Strategy priority outcomes, working with public sector agencies to realise efficiencies and address areas of under-performance.

Remit and Main Objectives

Finance: To take an oversight of the total public expenditure in the Borough, and to influence public sector spending in relation to Community Strategy priorities

Workforce Development: To promote the development of an efficient and effective public sector workforce

Information Management: To facilitate information sharing between partners to enhance customer insight and service development

Estates: To take an oversight of the use of public land and property in the Borough, and to identify opportunities to improve its use and generate efficiencies

Strategic Commissioning: To support the development of a strategic approach to commissioning that builds on commissioning processes that exist in the Council and within partner agencies.

Governance: To keep under review the governance arrangements of the local strategic partnership and guide development in accordance with national and local drivers

Roles and Responsibilities

Members should be in a position to perform the following roles on behalf of their organisation:

- Take strategic decisions about use of resources
- Share information on use of resources
- Review existing practice of their own and partner organisations
- Make recommendations for developments

Members will be responsible for:

- Facilitating the sharing of financial information between partner organisations
- Reviewing public expenditure against strategic priorities
- Considering the opportunities, such as joint training and development, to enhance the public sector workforce
- Assessing the added value of a borough workforce development strategy
- Identifying Partnership and organisational information needs and supporting information sharing
- Using customer insight from across the partnership to inform commissioning decisions of individual organisations
- Sharing information on organisational estates
- Assessing the added value of a borough estates strategy
- Assessing the effectiveness of partnership governance arrangements and ensuring clear accountability for partnership priorities
- Risk Management of Community Strategy outcomes

¹ For the purpose of this document the term resources refers to finances, information, workforce and estates

- Aligning resources in support of the Community Strategy outcomes and identifying resources to address underperformance of LAA indicators
- Supporting the ongoing development of partnership working in Stockport

Accountability

The PSRB will make recommendations to and receive direction from the Stockport Partnership Board.

The PSRB will receive recommendations from and give direction to the Partnership Co-ordinating Group on performance against the Community Strategy and risks to delivery.

Relationships

The PSRB will seek to engage and receive support from partner organisations as appropriate, in particular:

- NPS Stockport on matters of Estate Management
- Stockport Council HR on matters of Workforce Development
- Stockport Council Information Management Strategy Group on matters of information management

The PSRB will consider and respond to the feedback on the performance of the Partnership from external bodies including the Audit Commission

Reporting

- As a standing item on the Stockport Partnership Board agenda
- As required to the Partnership Co-ordinating Group

Meeting Arrangements

- Bi-monthly, 6 times a year

Meetings will be arranged and serviced by the Partnership Office

Membership:

Senior representatives with responsibilities for the topics under discussion from the following organisations as appropriate to the agenda:

- Stockport Council
- Stockport Primary Care Trust
- Greater Manchester Police (J Division)
- Learning and Skills Council
- Job Centre Plus

Additional Stakeholders to be invited to meetings in accordance with the agenda, for example:

- Stockport Foundation Trust
- Greater Manchester Fire and Rescue Service
- Stockport College