



To: The Leader  
Report by: Graham Saint, Strategy Officer  
Relevant scrutiny committee: Strategy and Resources 10 October 2011  
Wards affected: All Wards

## **ANNUAL REVIEW OF STRATEGIC PARTNERSHIPS**

### **Non- Key Decision**

#### **1. Executive summary**

- 1.1 As a part of the Council's "Principles of Partnership Working", agreed at Strategy and Resources Committee on 19 January 2010, Executive Members involved in a strategic partnership (county-wide) were committed to providing an annual report giving an account of the work of the partnership to their scrutiny committee. After a report provided to Strategy and Resources Scrutiny Committee on 11 October 2010, the Council's "Principles of Partnership Working" were revised to exclude references to the Local Area Agreement. The present statement is shown in Appendix 1.
- 1.2 Since this time the strategic partnership structure in the county has been radically shaken up in response to national legislative and policy changes and a drive towards more efficient ways of working. The emerging strategic partnerships in the County and beyond are not fully settled and still defining their roles and arrangements.
- 1.3 This report highlights the changes that have taken place with the strategic partnerships and gives an overview of the direction the present strategic partnerships are heading in. More detailed reports about each strategic partnership, from Executive Members, will be provided to the relevant scrutiny committees early in the new-year. The Council's "Principles of Partnership Working" will be applied to each strategic partnership to assess how they fare.

## **2. Recommendations**

2.1 The Leader is recommended to:

- a) Agree that Executive Members provide more detailed reports about their partnerships to their Scrutiny Committees as the partnerships settle and start performing within their new structures and roles.
- b) Agree that £8,000 is provided to The Greater Cambridge Greater Peterborough Local Enterprise Partnership each annum as the Councils contribution towards its administration (para 6.10).
- c) Agree that the Council's "Principles of Partnership Working" are revised, excluding reference to Joint Scrutiny Arrangements, and that Full Council then is asked to agree them (para 10.1) .

## **3. Overview**

- 3.1 The Cambridgeshire Together Board, on 23 November 2010, agreed to adopt a new approach to working in partnership following an extensive review. It was intended to reduce bureaucracy and overhead costs and free up valuable officer and member time to focus on improving services.
- 3.2 The old partnership arrangements were, in the main, set up to deliver the targets within Cambridgeshire's Local Area Agreements (LAA) and to ensure partners were jointly collecting data contained in the wider National Indicator Set. The end of LAAs and the National Indicator Set, combined with central Government's move to greater localism gave partners the opportunity to radically re-think partnership arrangements.
- 3.3 The new approach rationalised the number of strategic partnerships from five to three with the intention of freeing up valuable officer and member time to focus on improving services. The countywide Safer and Stronger Communities Partnership and the Environmental Sustainability Partnership were then de-commissioned. Emphasis is now for priority issues, identified by partners, being tackled through commissioned task and finish groups, or through collaborative work where it makes sense for partners to work together (e.g. RECAP).
- 3.4 The main delivery vehicle to promote community safety within Cambridgeshire remains the five Community Safety Partnerships (CSP's), which are all based on district boundaries. Since the County-wide Strategic Community Safety (Safer) Board was disbanded in May 2011, it has been found that there is a need for a small group to look

across the districts and help coordinate responses to common issues, such as domestic violence, Integrated Offender Management and drug and alcohol misuse. It is proposed to set up a new group meeting twice a year whose core membership will be the CSP Chairs. Where a district council currently does not hold the Chair of its CSP, it will be able to nominate a portfolio holder or other elected member to attend. **The Council's Executive Members for Community Development and Health is the Council's representative in the Cambridge CSP.**

3.5 It was also agreed to de-commission the Cambridgeshire Together Board and proposed that partners instead come together in annual stakeholder forums. These could take place in each of the district areas, involving a full range of public, private and voluntary sector partners to review progress of partnership working and to discuss priorities. The approach to the forums is presently being discussed.

3.6 In place of the Cambridgeshire Together Board, the Leaders and Chief Executives of the local authorities, NHS, Police and Fire services continue to meet on a regular basis. These Leader and Chief Executive meetings are supported by the Cambridgeshire Public Service Board, which brings together the Chief Executives of each of the organisations to implement projects of common interest and priority. For example, the use of assets, services used by high contact families and a common approach to equalities.

3.7 The three remaining strategic county-wide partnerships are:

- **Community Wellbeing Board (Health and Wellbeing Board in the future)**
- **Children's Trust**
- **Local Enterprise Partnership**

#### **4. Community Wellbeing Board (to be replaced by a Health and Wellbeing Board)**

4.1 Cambridgeshire's Community Wellbeing Board was established to improve the health and wellbeing of Cambridgeshire's residents and to improve the outcomes for adults with health and care needs. It incorporates preventative services, support for independent living as well as the provision of health and social care. The Board comprises members of the five district councils and county council as well as representatives from NHS Cambridgeshire and other partners. Supporting People is a part of the Board's remit. **The Council's Executive Members for Community Development and Health and Housing are the Council's representatives within this**

**partnership. The Council's Head of Refuse and Environment is part of an officer group developing the partnership.**

- 4.2 The Draft Health and Social Care Bill contained proposals for local strategic health and wellbeing boards to bring together the NHS (via GP consortia), public health and local council leaders in each local authority to work strategically and in partnership, as a part of wider reforms to the NHS. These include a new duty for county councils and unitary local authorities to take steps to improve the health of their population.
- 4.3 Cambridgeshire was accepted as an early implementer and a Joint Workstreams Group was commissioned by the Community Wellbeing Partnership to develop a health and wellbeing model for Cambridgeshire. This Group is independently facilitated by Local Partnerships, a national body linked to the Government. Its objectives were to set up a Shadow Health and Wellbeing Board (with a relatively small membership within a robust Health and Wellbeing Network), to transfer public health responsibilities to local government and to put in place joint commissioning arrangements.
- 4.4 During the Joint Workstreams Group's development work the Government announced a "pause" and set up an NHS Future Forum to listen and make proposals for moving the reforms forward. The Government has now placed a stronger emphasis on Health and Wellbeing Boards, including a new duty to involve users and the public, a stronger role in promoting joint commissioning and a requirement for Clinical Commissioning Groups (formerly GP consortia) to have regard to the Joint Health and Wellbeing Strategy.
- 4.5 A stakeholder event took place on 21 July, which looked at a range of different models that the Shadow Health and Wellbeing Board could adopt. Further stakeholder events have been taking place to refine and test the robustness of the proposed arrangements, leading to the implementation of a Shadow Board.
- 4.6 Two different models were presented to Cambridgeshire County Council's Cabinet on 6 September 2011. The model the County Cabinet supported provides the Shadow Board with a small membership of nine, with one member representing the district councils. The Council had pressed for each district to have representation in the Shadow Board.
- 4.7 The role of the present Improving Health Partnerships will be developed so that they can share information, communicate the needs of local communities through a Shadow Board member (who will be in

attendance and act as a link) and eventually take on some commissioning responsibilities. It is felt that this will help embed the Shadow Board into a wider network. Each district council will have a representative within the Improving Health Partnership (IHP) covering its area. The Council wants the local IHP it is involved with to be coterminous with its area. The present IHP covers Cambridge and South Cambridgeshire.

- 4.8 It is expected that the Shadow Board will meet for the first time in October 2011. A further stakeholder event will be held in January 2012 to review its progress and the robustness of its work streams and the network supporting it. The Health and Wellbeing Board will then “go live” in 2013.

## 5. Children’s Trust

- 5.1 The Cambridgeshire Children's Trust is a partnership between organisations with a role in improving outcomes for children and young people in the area. Following changes to government guidance (which no longer requires an area to have a Children’s Trust), changes to commissioning health, further development of Academies and the wish to ensure decisions are made as locally as possible, the Children’s Trust carried out a review of how it operates during 2010.
- 5.2 Partners in the Trust felt they wanted the Trust to continue but in a different form. Over the next year greater responsibility will be given to the local Children’s Trust Area Partnerships for the local delivery of services. An Area Partnership covers Cambridge and South Cambridgeshire. **The Council’s Executive Member for Community Development and Health is the Council’s representative in the Trust and Area Partnership supported by the Director of Customer and Community Services.**
- 5.3 The Trust Board will give strategic direction and commission county-wide activity. The Area Partnerships will inform the decisions of the Trust Board about the priorities in their area and commission local activity. It has been recognised that the local partnerships will need to be given additional capacity in the future to make this happen.
- 5.4 The Children and Young people’s Plan (Big Plan 2) continued to operate until the end of March 2011. The Council was identified as a partner within this plan. This has now been replaced by a more strategic plan setting out the key priorities of the Trust Board, which will inform all partners providing or commissioning services for children and young people in Cambridgeshire, Area Partnership commissioning plans should now have been prepared. Early priorities

for the Cambridge and South Cambridgeshire Area Partnership include support for vulnerable children (5 to 15 years of age); children in Traveller and migrant families; and, children with mental health issues. A local officer group is overseeing the preparation of this plan, which involves the Council's Children's and Young People's Services Manager.

5.5 The City Council's Children and Young People's Participation Service is currently being reviewed by a small Member Panel. The panel are due to report their findings through Community Services Scrutiny Committee in January 2012. Further details about the children and people's partnership will also be provided at this time.

## **6. The Greater Cambridge Greater Peterborough Local Enterprise Partnership (LEP)**

6.1 Local Enterprise Partnerships are intended to play a central role in:

- Determining local economic priorities;
- Driving economic growth and the creation of local jobs; and,
- Delivering Government objectives for economic growth and decentralisation.

6.2 They can also choose to undertake:

- Partnership working in respect to transport, housing and planning as part of an integrated approach to growth and infrastructure delivery
- Taking a more strategic role for housing and planning, to help maximise the UK's house building supply response and the wider economic recovery Local business regulation
- Supporting high-growth businesses, for example through involvement in bringing together and supporting consortia to run new growth hubs
- Setting strategic priorities
- Becoming involved in the delivery of other national priorities such as digital infrastructure
- Working with universities and social enterprises
- Strategic housing delivery, including pooling and aligning funding streams to support this

6.3 The Greater Cambridge Greater Peterborough Local Enterprise Partnership ("the LEP") was formed in September 2010. It's mission, set out in its draft business plan, is: *"to create an economy which delivers significant growth in private sector businesses and jobs over the next 15 years in an internationally significant low carbon,*

*knowledge-based economy balanced wherever possible with advanced manufacturing and services.”*

- 6.4 The LEP is based on the economic areas of Cambridge and Peterborough, alongside neighbouring market towns and communities, together with Rutland, West Norfolk and King's Lynn.
- 6.5 It includes the following local authorities:
- Rutland;
  - Peterborough;
  - West Norfolk and King's Lynn;
  - Fenland;
  - East Cambridgeshire;
  - Huntingdonshire;
  - Cambridge;
  - South Cambridgeshire;
  - St. Edmundsbury;
  - Forest Heath;
  - North Hertfordshire; and,
  - Uttlesford.
- 6.6 The LEP's areas of focus are shown its draft business plan. These are:
- Skills and employment
  - Strategic economic vision, infrastructure, housing and planning
  - Economic development and support for high growth business
  - Funding, including EU funding, regional growth funding and private sector funding
- 6.7 The LEP's Board is made up of a Chair from the business community (Neville Reyner) and 13 members, that include six business representatives from a range of locations and backgrounds, five local authority representatives, one education representative and one voluntary sector/ social enterprise representative. **The Leader of the City Council is a current Board member and the Chief Executive is the Council's lead officer for this partnership.**
- 6.8 In August 2011, the LEP was awarded £220,500 from a Start Up Fund (90% of its total bid) to allow it to put core operational capacity in place, before becoming ultimately self-sustaining. The LEP has also submitted bids to a number of funds to support projects it has identified as being a priority. One successful bid was for Alconbury Airfield in Huntingdonshire to become an Enterprise Zone, to promote local economic growth and jobs. The Council supported this bid

because it would provide manufacturing land that could enable innovative firms within the Cambridge Cluster to mature and develop and create more jobs.

- 6.9 The LEP proposed at its meeting on 15 September 2011 that a number of sub-groups be established to help it deliver its priorities. These are:

### **Sector sub groups**

- Science Innovation and Industry Council
- Cleantech
- Visitor economy
- Third sector
- Food and Drink

### **Thematic sub groups** (reflecting GCGP draft business plan priorities)

- Funding (inward investment, UK and EU funds)
- Skills and Worklessness
- Economic Vision, Planning, Housing and Infrastructure
- Supporting high-growth potential firms
- Banking and access to finance
- Responding to economic shocks

### **Geographic sub group(s)**

- There is strong support for a Greater Cambridge grouping. Work is underway to bring this forward.

- 6.10 It is proposed that £8,000 is provided to the emerging LEP each annum, as the City Council's contribution towards its administration. This can be taken from the sum previously set aside for GCP and Cambridgeshire Horizons. More details about the progress of the LEP will be provided to Strategy and Resources Scrutiny Committee in January 2012.

## **7. Cambridgeshire Horizons**

- 7.1 Following decisions by its founder members (local authorities and other partners) and its Board, Cambridgeshire Horizons will cease to be an operational entity on 30th September 2011. A work programme has been in place since December 2010 to enable a smooth transition of on-going growth-related projects to local authority partners, and some to the LEP (particularly those relating to bidding for funding and promoting growth in Cambridgeshire).



- 7.2 Cambridgeshire Horizons and its local authority partners (the Cambridgeshire growth partnership) have been awarded £163,000 of CLG Transition Funding over two years to enable the local authorities and the LEP to make the adjustment from a local delivery vehicle (Horizons) to a LEP. The Horizons Board on 12 September noted that this transition funding will be retained for strategic work in Cambridgeshire. The allocation of the remaining reserves (around £490,000) and Housing Growth Fund revenue funding (around £90,000) was also agreed for use on growth-related projects in Cambridgeshire.
- 7.3 Cambridgeshire Horizons has also made equity investments or loans of some £20.5 million to facilitate development on behalf of the Cambridgeshire growth partnership. This funding should return to the partnership over the next 13 years, together with interest on loans and uplift in equity. The local authorities will determine the use of this money in future, in accordance with the aims of the company, which will remain as an un-staffed 'money box' entity.
- 7.4 The Council previously contributed £23,470 per annum towards the administration of Cambridgeshire Horizons.

## **8. The Greater Cambridge Partnership (GCP)**

- 8.1 The Greater Cambridge Partnership (GCP) Board held on 23 June 2011 decided that the GCP Company operations should be wound down on 30 September 2011 and the company closed by 31 December 2011. The GCP Partnership Board also agreed that the remaining GCP reserves will be applied as a grant to a new Cleantech Members Organisation project, with £50,000 transferred on 1 September 2011 and the remainder on completion of the final GCP Ltd accounts by 31 December 2011. The aim of the new organisation will be to provide business support and leadership for the Clean-tech sector, which could be the next wave of the Cambridge Cluster.
- 8.2 The Council previously contributed £5,470 per annum towards the administration of The Greater Cambridge Partnership.

## **9. Cambridge and South Cambridgeshire Local Strategic Partnership**

- 9.1 The Cambridge and South Cambridgeshire Local Strategic Partnership ("LSP") has met three times over the past year. It has continued to look at local partnership working, with a view to adding value where it can, and has overseen the spend of local reward grant

on projects from a “first wave” Reward Grant payment. Most of these projects have now concluded.

- 9.2 After considerable lobbying the Government reinstated a “second wave” payment of £4.5m to the County Council in May this year. The Government had previously said that it would take this as a saving. The County Council has determined that the majority of this payment will be used to support a county-wide project (super-fast broadband) and a smaller proportion given to LSP’s for local projects.
- 9.3 It is not yet clear, at the time of writing, what proportion of the remaining money will come to the Cambridge and South Cambridgeshire LSP. Cambridge and South Cambridgeshire LSP held a special meeting on 3 October to provide a view on how it thought the second wave payment should be distributed. County Cabinet, however, met on 27 September 2011 to decide on the use of the second wave payment, and so the LSP as a body was unable to influence this decision.
- 9.4 Cambridge and South Cambridgeshire Local Strategic Partnership is also preparing a new Sustainable Community Strategy to cover the district areas. It will build on the previous strategy and reflect the existing activities and approaches of the local authorities and partners. It is intended that the strategy will be used to guide partnership working in the future and provide an overview of activity in the priority areas. At present the local authorities have a statutory responsibility to prepare a strategy.
- 9.5 The LSP’s Sustainable Community Strategy and the position with the second wave payment will be presented to Strategy and Resources Scrutiny Committee in January 2012.

## **10. Scrutiny arrangements for Strategic Partnerships**

- 10.1 With no LAA and no Cambridgeshire Together Board it was agreed that there was no further need for the county-wide Joint Accountability Committee. There is still a reference to the Joint Accountability Committee (Joint Scrutiny) in the Council’s updated “Principles of Partnership Working and it is recommended that this paragraph (7.1) be removed.
- 10.2 The scrutiny of strategic partnerships remains a challenge. The Council will continue its scrutiny of strategic partnerships through its own scrutiny committees and this will become more important in the absence of joint scrutiny. Once the new partnership arrangements are in place and settled, the Council will apply its principles of partnership

working to each emerging strategic partnership and press them to provide good governance, accountability and effective working. For example, we may ask the LEP Board to hold its meetings in public, which presently it doesn't do.

- 10.3 With the demise of the county-wide “Stronger Communities” partnership and the community and voluntary infrastructure that shadowed Cambridgeshire Together, local community and voluntary sector representatives feel that the LSP is one of the few forums left where they can sit alongside senior public sector decision-makers and their have their say.

## 11. **Implications**

### (a) **Financial Implications**

Some of the partnerships are responsible for commissioning significant levels of services for local people and their effectiveness and efficiency will be vital in achieving good value for money. The City Council does have interdependencies with the partnerships and could face additional pressures if some fail to deliver or redirect resources. For example the partnership ensuring the provision of good infrastructure will be vital to ensuring that any new communities are sustainable and become places where people want to live.

### (b) **Staffing Implications** (if not covered in Consultations Section)

### (c) **Equal Opportunities Implications**

The partnerships will identify ways of involving all communities, including those who are more disadvantaged. The emphasis for the Children and Young People's Area Board is likely to be on targeting services to support vulnerable young people, whilst the Health and Wellbeing Board will be looking at addressing health inequalities between different groups and localities. The impact on equalities groups will be assessed in the more detailed reports on each partnership in the new year.

### (d) **Environmental Implications**

The partnerships, the LEP in particular, are intended to make a contribution to improving infrastructure, economic development, community safety and general wellbeing. Each project will have assessed its impact on climate change.

### (e) **Consultation**

The individual partnerships have their own consultation mechanisms, in part directed by legislation, which give guidance on who should be

involved in consultations and how changes are managed and implemented.

(f) **Community Safety**

Some of the partnerships have community safety as a core part of their remit and actively consider how they can improve the safety of local communities.

## 12. **Background papers**

These background papers were used in the preparation of this report:

- i) Proposals for a new model of partnership working for Cambridgeshire - Cambridgeshire Together Board, 23 November 2010.
- ii) Establishing a Health and Wellbeing Board and Network for Cambridgeshire – County Cabinet, 6 September 2011.
- iii) Allocation of the remainder of LPSA Reward Grant – County Cabinet, 27 September 2011.

## 13. **Appendices**

Appended to this report:

**Appendix 1. The Council's Principles for Partnership Working**

Updated following Strategy and Resources Scrutiny Committee on 11 October 2010.

## 14. **Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

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## **The Council's Principles for Partnership Working**

Updated following Strategy and Resources Scrutiny Committee on 11 October 2010.

### **1 When should we work in Partnership?**

- 1.1 Working in partnership can bring significant additional benefits to the people who live, work and study in our area, especially when partners pool resources and skills to achieve a common aim.
- 1.2 However, partnership working can sometimes be complicated, over bureaucratic and resource intensive in relation to the outcomes achieved. Therefore, we need to be clear when we will and when we wont join a partnership.
- 1.3 The criteria in Principle 1 should be used to 'test' whether the Council should enter (or remain) in any partnership.

#### **1.4 Principle 1**

*The City Council will only work in partnership with other organisations when 1 or more of the following criteria are met:*

- a) It helps us achieve our Vision Statements*
- b) It helps deliver the Sustainable Community Strategy*
- c) We have a legal duty to do so*
- d) It can help us lever in additional funding*
- e) It saves us money*
- f) It reduces risk (e.g. to the Council's reputation)*

### **2. Effective Partnership Working**

- 2.1 We must also ensure that the partnerships we do join are working effectively, that the Council's role is clear and that the needs of the City are met. In particular, we need to ensure:
  - Effective governance arrangements are in place
  - There is clear accountability between the partnerships and the City Council
  - The partnerships are open and accessible
  - Resources are identified and used effectively
  - Effective scrutiny arrangements are in place

2.2 The following paragraphs include further Principles that should be followed by the City Council to ensure that the partnerships we join are working effectively.

### **3 Effective Governance**

3.1 Effective governance is important to ensure that each partner:

- is clear about the role and focus of the partnership
- takes ownership of an agreed set of objectives
- is clear about how the objectives will be achieved
- is clear about how progress will be measured
- is clear about key risks and how they will be managed

#### **3.2 Principle 2**

*We will ensure the partnerships we belong to have effective governance arrangements including:*

- a) Clear Terms of Reference*
- b) Clear objectives, targets and performance management arrangements*
- c) Effective systems to manage risk*
- d) Effective systems to manage complaints*

### **4 Accountability**

4.1 Clear accountability is important to ensure that informed and appropriate decisions are made and that, where necessary, 'in principle' decisions are brought back through the City Council's own decision making and scrutiny processes to be confirmed (or otherwise).

#### **4.2 Principle 3**

*We will ensure there is clear accountability between the partnerships and the City Council by:*

- a) Ensuring there is appropriate City Council Member representation*
- b) Ensuring the City Council Member representative is clear about their remit and the type and extent of decisions they can make on behalf of the City Council.*
- c) Ensuring that the City Council Member representative takes relevant decisions back through the City Council's decision making and scrutiny process.*

- d) *Ensuring the City Council Member representative is fully briefed before each meeting*
- e) *Ensuring nominated opposition Spokes are briefed before each meeting*

## **5 Openness and Accessibility**

5.1 It is important that the partnerships we belong to are open and accessible so that:

- The public and elected Members can easily find out about the issues that are being discussed and the decisions that are being made
- The public and elected Members can find out who to talk to if they want to try and influence decisions
- The public and elected members can attend a partnership meeting to ask questions and listen to debates
- The public and elected Members can read reports before meetings take place and read the minutes afterwards

### **5.2 Principle 4**

*We will ensure partnerships are open and accessible by:*

- a) *Holding all meetings in public*
- b) *Publicising meetings in advance on the Council's website*
- c) *Ensuring agendas and reports can be accessed from our website at least 5 working days in advance of the meeting.*
- d) *Ensuring minutes can be accessed from our website as soon as possible after the meeting.*
- e) *Ensuring the names and contact details of the City Council's lead Member, opposition Spokes and lead officer for the partnership are published on our website.*
- f) *Ensuring those partnerships have effective systems to engage with the public*

**Note:** *For partnerships administered by the City all details will be hosted on the City Council's website. For partnerships administered by partner organisations, clear links will be maintained from the City Council's website to the relevant place on the partner's website.*

## **6 Use of Resources**

6.1 The term 'resources' can mean staff time, money, buildings, equipment etc.

6.2 We must ensure that the partnerships we belong to have the resources they need to deliver their objectives. We must also ensure that the resources allocated by the City Council are appropriate and used effectively.

### **Principle 5**

*We will ensure partnerships have the resources needed to deliver their objectives and that they use them effectively by:*

- a) Ensuring the City Council commits the resources necessary to meet its obligations to the partnership.*
- b) Ensuring City Council resources are used effectively and not duplicated (e.g. by minimising the number of officers attending meetings, disseminating information effectively etc.)*
- c) Challenging partners to ensure they commit appropriate resources*
- d) Reviewing the City Council's resource commitment annually via portfolio plans*
- e) Ensuring City Council Members have opportunities to scrutinise the City Council's partnership work*

## **7 Joint Scrutiny**

7.1 The existing Joint Accountability Committee (JAC) was set up to scrutinise the performance of Cambridgeshire Together. JAC currently comprises elected Members from the County Council (5) and the District Councils (1 each) and 1 Local Authority appointed Member from Cambridgeshire Police Authority. Cllr Ward currently represents the City Council on JAC.