

Report of the Assistant Director, Office of the Chief Executive to the meeting of the Executive to be held on Tuesday 6 March 2018.

BE

Subject:

Bradford District Partnership Governance Changes

Summary statement:

This report outlines the proposed changes to the governance arrangements of the Bradford District Partnership (BDP). This would see the strengthening of the Health and Wellbeing Board's role and the relationship between all of the BDP Strategic Delivery Partnerships. The consequence of this would be no future need for the BDP Board to meet.

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Corporate

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Overview & Scrutiny Area:

Corporate

1. SUMMARY

This report outlines the proposed changes to the governance arrangements of the Bradford District Partnership (BDP). This would see the strengthening of the Health and Wellbeing Board's role and the relationship between all of the BDP Strategic Delivery Partnerships. The consequence of this would be no future need for the BDP Board to meet.

2. BACKGROUND

- 2.1 The strength of partnership working has been commended time and again by independent bodies, inspection and audit teams visiting the district. A time when the public sector is shrinking is a time to commit not just to meeting as partnerships but to taking decisions together, thinking beyond organisational boundaries and behaving collegiately in order to make the most of our resources. Partnerships are the route to identify shared priorities and opportunities to meet the economic, social and environmental wellbeing of the district and to work in new ways across our different organisations and sectors. We recognise the need for our family of partnerships to work in parallel, with strong links and clear communication between partnerships to focus energy on our most promising opportunities and our most significant challenges.
- 2.2 The Bradford District Partnership (BDP) is a non statutory family of partnerships which at a local level brings together different parts of the public, private, voluntary and community sectors, allowing different initiatives and services to support each other so that they can work together more effectively. This partnership arrangement has been one way through which Bradford Council has exercised its wider community leadership role.
- 2.3 The BDP has to date been made up of four strategic delivery partnerships with an executive lead group called the BDP Board. The BDP Board has provided leadership and strategic direction to the wider BDP family of partnerships on issues that influence the quality of life of those who live in, work in and visit Bradford. The Strategic Delivery Partnerships (SDPs) are:
- Bradford and Airedale Health and Wellbeing Board - statutory (Health and Social Care Act 2012).
 - Safer and Stronger Communities Partnership - statutory (Crime and Disorder Act 1998).
 - Children's Trust - this isn't statutory; however local authorities and partners continue to have a wider duty to co-operate to improve children's wellbeing (Children Act 2004).
 - Bradford Economic Partnership – non statutory.
- 2.4 The BDP's family of partnerships' main purpose has been to oversee the development and delivery of the five outcomes of the District Plan 2016-20. Responsibility for each outcome has been devolved to one of the four SDPs.
- 2.5 The BDP also receives input from the Bradford District Assembly who provide an important and influential voice for the voluntary and community sector. They undertake this through a network of thematic forums and strategic representation on the Strategic Delivery Partnerships.

3. OTHER CONSIDERATIONS

- 3.1 The district needs a robust, inclusive and lean partnership arrangement that is capable of bringing together the assets, the knowledge and the skills that lie within our communities, and in our different sectors and our large anchor organisations. As such our partnership arrangements are regularly reviewed to ensure they continue to reflect the needs of the district and focus conversations and relationships in an efficient and effective way.

Benchmarking

- 3.2 A recent review has established that arrangements in other Local Authority areas follow a variety of forms, which have informed the proposals in this paper. Full details can be found at appendix 1.
- 3.3 In summary arrangements vary from one area to another, with some such as North Yorkshire and Calderdale having disbanded their formal partnership arrangements with others continuing, such as Manchester, Rotherham and Sheffield. Those without formal arrangements often hold annual summits to help shape their area's priorities and strategic outcomes.
- 3.4 Barnsley no longer have formal arrangements, but have put in place a structure which requires their statutory partnerships to report in to their Health and Wellbeing Board. All the partnerships are then answerable to the local authority's Executive.

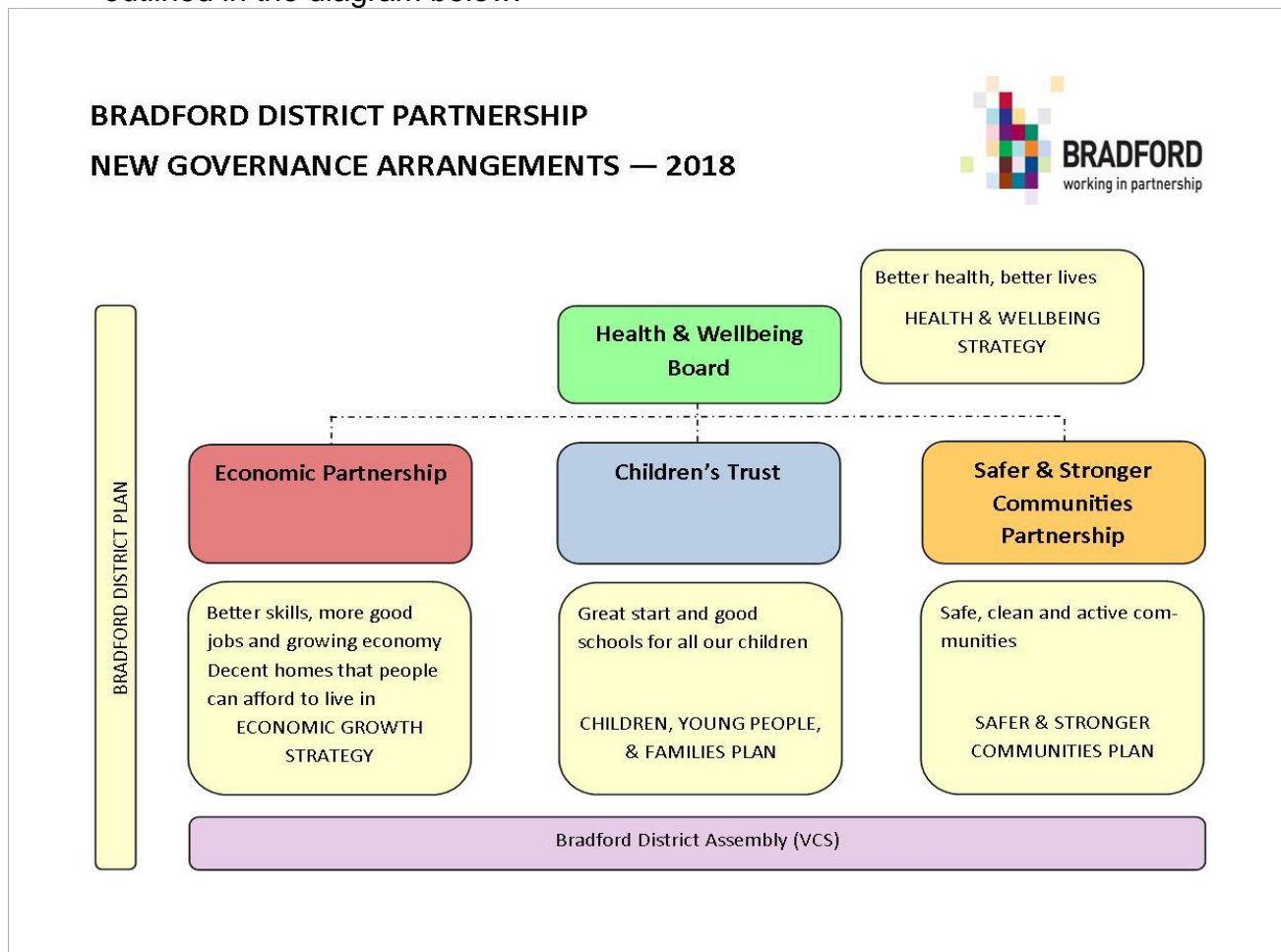
Proposed change

- 3.5 It is proposed that the Bradford and Airedale Health and Wellbeing Board (HWB) take a new lead role within the BDP family with a stronger focus on the many determinants of wellbeing through closer joint working with the three other Strategic Delivery Partnerships (SDPs).
- 3.6 To ensure this is effective the membership of the HWB is being broadened to focus across all the wider determinants of wellbeing. This would create an opportunity for more effective intervention by the Board with stronger links between the sectors and partnerships who lead the work on economy, housing, children and safer and stronger communities. The membership would in particular now include West Yorkshire Fire and Rescue, West Yorkshire Police, Incommunities and Bradford Council's Department of Place.
- 3.7 As such there would no longer be a need for the BDP Board to meet in its current guise, as each current member would continue to have a voice through at least one of the current SDPs. This in turn would make better use of decision makers' time and avoid duplication of discussions and decisions. Each partnership will continue to have its own clear lead role for thematic areas of strategy and for any statutory duties that fall within its remit.
- 3.8 The HWB would take on the overarching responsibility and leadership for the delivery of the Bradford District Plan (2016-2020) alongside its existing responsibility for the Health and Wellbeing Strategy. The HWB would also provide the district wide oversight to the prevention and early intervention/early help agenda.

3.9 In summary it is intended that the above arrangements would realise the following benefits:

- Removal of one layer of governance, reducing duplication of membership and strategic discussions.
- Reviewing, streamlining and improving support arrangements across the HWB and three remaining SDPs.
- Leadership and governance of prevention and early help/intervention through a single partnership.
- The potential to establish a consistent and co-ordinated approach to the wider determinants of poor health and wellbeing, to accelerate health and wellbeing improvement and see maximum benefit from a healthier population to the other district priorities.
- Opportunity to embed the improvement of wellbeing across partnership agendas and arrangements.

3.10 The proposed structural change (with outcome and key strategy responsibilities) is outlined in the diagram below.



Practicalities and working arrangements

- 3.11 Changes to the agenda setting and reporting processes associated with the HWB and other strategic partnerships would be implemented. This would be shaped through intra-partnership thematic meetings and workshops to address cross cutting issues and allow shared reporting and forward planning. It would also enable cross partnership problem solving and assessment of performance. Mechanisms would be set up to provide mutual accountability through common goals and measures between partnerships, with clarity on the additional focus of each partnership. The ambition would be to have a common data set.
- 3.12 It is intended that an annual meeting of partnership chairs alongside senior lead officers be held to assess progress on the Bradford District Plan. This would also provide an opportunity to assess arrangements and relationships across the whole Bradford District Partnership family, away from the individual business of each partnership and the formal Health and Wellbeing Board meetings.

Next steps

- 3.13 In support of the proposals in this paper it is intended that the following changes will be implemented with immediate effect.
- Updates to the terms of reference of the Health and Wellbeing Board to reflect the changes outlined in this paper (to be presented on 17 April 2018).
 - Continued work on cementing the structures and work of the Bradford Economic Partnership including its terms of reference. This would tie in with the launch of the Economic Growth Strategy on 6 March 2018.
 - Governance and Audit Committee will be requested to make a recommendation to full Council, confirming the Health and Wellbeing Board terms of reference including membership and voting arrangements (to be presented by end April 2018).
 - Once the proposals are formally agreed the Bradford District Partnership web site will be updated.
- 3.14 There is however also ambition to realise some longer term goals.
- Assessment of opportunities around joint commissioning across partnerships.
 - Assessment of opportunities for stronger connections with the district's safeguarding boards.
 - Connectivity of the District Plan and the Health and Wellbeing Strategy.
 - A review of the Bradford District Assembly (VCS) structures.

4. FINANCIAL & RESOURCE APPRAISAL

There are no financial or resource implications from this report.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

This report sets out new governance arrangements for the Bradford District Partnership as a means of strengthening the Partnerships, improving connectivity and reducing duplication of effort.

6. LEGAL APPRAISAL

The Bradford District Partnership is not a statutory arrangement in itself and as such there are no legal implications arising from proposed changes to it. However, it is noted that the reporting and working arrangements of statutory partnerships within the BDP will change, but these can only strengthen how the legal obligations held by them are discharged. In summary the statutory partnerships are:

- Health and Wellbeing Board (Health and Social Care Act 2012).
- Safer and Stronger Communities Partnership (Crime and Disorder Act 1998).
- Children's Trust - this partnership is not statutory, however, local authorities and partners continue to have a wider duty to co-operate to improve children's wellbeing (Children Act 2004).

A further report will be presented to Governance and Audit Committee by the end of April 2018 to seek their recommendation to full Council for changes to the terms of reference and possible voting arrangements for the Health and Wellbeing Board.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Equality impacts were assessed as part of discussions on the new BDP arrangements, and it was concluded that there was no disproportionate impacts on any protected characteristic groups. However further assessments would be undertaken to realise the outcomes of the District Plan, the delivery of which is overseen by the Bradford District Partnership.

7.2 SUSTAINABILITY IMPLICATIONS

There are no sustainability implications from this report.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no greenhouse gas impacts from this report.

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no direct community safety implications from this report. However the strengthened partnership arrangements will enable improved work between the Safer and Stronger Communities Partnership and the other BDP partnerships, leading to more effective outcomes for the district on community safety.

7.5 HUMAN RIGHTS ACT

There are no human rights act implications from this report.

7.6 TRADE UNION

There are no trade union implications from this report.

7.7 WARD IMPLICATIONS

This report comments on district wide partnership arrangements and as such does not impact on any particular ward.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

9.1 That the Executive welcome and approve the changes to the Bradford District Partnership arrangements.

9.2 That the Executive recommend other or no amendments to the current arrangements for the Bradford District Partnership.

10. RECOMMENDATIONS

10.1 That the Executive welcome and approve the changes to the Bradford District Partnership arrangements.

11. APPENDICES

Appendix 1 – Summary of other Local Authority partnership arrangements.

12. BACKGROUND DOCUMENTS

None

Appendix 1 – Summary of other Local Authority partnership arrangements.

A desktop review was undertaken to establish the partnership arrangements of other Local Authorities. This led to a number of more detailed direct conversations with some of them.

A number of Authority areas still retain formal partnership arrangements, with the number of partnerships varying from a minimum with just statutory partnerships through to some with more complex structures.

a) Disbanded Partnership Structures

- **Calderdale** disbanded their partnerships and set up the Calderdale Assembly in its place to ensure continued engagement with a wide and inclusive range of stakeholders on the development and agreement of Calderdale's high-level priorities. Meetings of the Assembly usually take place at 6-monthly intervals and follow a conference style format. They have covered issues such as the development of the area's community strategy and more detailed work on their high level priorities.
- **North Yorkshire** primarily relies on their Local Government chief officers meeting to discuss issues relating to their community strategy. The links and reporting from their remaining statutory strategic partnerships are relatively ad-hoc. Their intention going forward is to replace their CS with a short summary of the key partnership groups in place and their strategic objectives and interdependencies. Any exceptions/areas of concern would then be addressed by the Chief Executives group. They are reliant on Local Government funding to support these arrangements with minimal input from partners.
- **North East Lincolnshire Council** has a flat structure of thematic statutory partnership boards, with sufficient overlap of strategic membership across the Boards to maintain communication. These boards then feed in to the democratic process through the Council's Executive/Cabinet for decisions and their Overview and Scrutiny functions for monitoring performance.

b) Health and Wellbeing Board as lead partnership

- **Barnsley** no longer relies on formal partnership arrangements. Their statutory partnerships feed in to the Council's Cabinet (Executive). Their Children's Trust and Stronger Board are all directly accountable to the HWB Board. Their Stronger Board has a strong focus on early help and low level health and wellbeing, rather than cohesion and prevent, which makes the connections more direct. HWB receives performance reports by exception from the Chairs of the Partnerships and may scrutinise specific areas of work. They have no community strategy, but rely on the sum of the individual thematic strategies. Resourcing of the partnership arrangements comes from the Council with occasional contributions from partners. There are no formal reporting arrangements between Safer Board and Economic Board to the HWB. Information is however shared and members will work on projects of mutual interest together.

c) Maintained formal partnership structures

A number of areas continue with their partnership arrangements, some with the minimum

statutory partnerships, and some investing in much broader structures. Examples include Blackburn with Darwen, Birmingham, York, Leeds, Sheffield, Gateshead, Coventry, Doncaster, East Riding of Yorkshire and Wakefield.

- **Kirklees** having disbanded their partnerships and executive board have in 2017 reconvened it as a means of providing a strategic steer to existing strategic boards and once again includes an executive board.
- **Rotherham** in 2015 tightened and strengthened their partnership arrangements to ensure stronger leadership for their area.
- **Manchester** continues to have a formal partnership structure, called the Manchester Partnership, which is a team of public, private and third sector organisations that work together on delivering Our Manchester, the area's community strategy launched in 2016. They are led by the Our Manchester Forum (previously the Manchester Leaders Forum), with a membership made up of senior stakeholders from a range of sectors across the area. The Forum was established in 2014 with the express intention of shaping Manchester's long-term strategy and monitoring its implementation. The Health and Wellbeing Board is responsible for leading a collaborative approach to improving the health and wellbeing of Manchester residents and reducing health inequalities. The Board forms part of the Manchester Partnership