CLACKMANNANSHIRE COUNCIL

Report to Clackmannanshire Council

Date of Meeting: 14 May 2015

Subject: Clackmannanshire Alliance Governance Arrangements

Report by: Head of Strategy & Customer Services

1.0 Purpose

1.1. On the 6 March 2015, Clackmannanshire Alliance considered a discussion paper relating to its future governance, scrutiny, structure and resourcing arrangements.

1.2. The Alliance agreed that all partners should consult on the paper through their respective governance arrangements with a view to the Alliance Executive bringing back a final draft proposal for consideration at its meeting in June 2015.

1.3. The purpose of this paper therefore is to enable Clackmannanshire Council to formally consider the discussion paper as part of that consultation process.

2.0 Recommendations

2.1. It is recommended that Council:

2.1.1. notes, comments on and challenges the report;

2.1.2. agrees that officers feedback the following specific points to the Clackmannanshire Alliance:

2.1.2.1. that there should be a clear separation of roles and responsibilities for executive and non-executive members of the Alliance;

2.1.2.2. that the primary role of the Alliance board should be to drive policy direction and hold executives to account for the delivery of policy;

2.1.2.3. that strong local and democratic influence and accountability should be primary principles in determining the composition of the Alliance board;

2.1.2.4. that consideration is given to looking beyond current membership for non-executive positions on the Alliance board where appropriate;

2.1.2.5. that scrutiny of the overall effectiveness of community planning arrangements should remain the role of Council's Resources & Audit Sub-committee as defined by its current remit.

3.0   Considerations

3.1.   In September 2014, the Clackmannanshire Alliance tasked its Executive group to develop and bring forward proposals to reform the Alliance's governance arrangements and structure by March 2015. The purpose of this work is to ensure Clackmannanshire Alliance acts as a genuine board, a key commitment of the Statement of Ambition. The Alliance subsequently considered the discussion paper attached at Appendix 1 in March 2015, following which it was agreed that all partners should consult on the paper through their respective governance arrangements.

3.2.   Community planning is undergoing a period of substantial change. Major developments such as the Statement of Ambition, Health and Social Care Integration and developments in Community Justice and Public Protection arrangements mean that existing governance arrangements need reformation.

3.3.   A principle element of the Alliance's proposal is the desire to ensure a distinction between executives and non executives enabling a clear separation of roles and responsibilities. Paragraph 3.5 in Appendix 1 outlines a proposal that the Alliance board would be comprised entirely of non-executive members from partner organisations.

3.4.   The paper at Appendix 1 proposes that the Council Leader and the Leader of the Main Opposition continue in their roles on the Alliance, with the Leader continuing as chair. It is also proposed that there should be increased local democratic influence and oversight, with additional councillor representation on a cross-party basis. This could be formulated based on political balance or, on some form of alternative model, where councillors could take on the role of champion for a particular aspect of partnership working.

3.5.   The Alliance is made up of a number of national, regional and locally configured partner organisations. There is therefore a temptation to ensure that the board composition equally reflects its constituent parts. However, a firm geographic focus will be key to the success of community planning, therefore, strong local representation on the Alliance board should be a primary principle. Democratically elected local members are well placed to drive policy direction and hold executives to account for delivery.

3.6.   There is also an argument to look beyond existing membership of the Alliance for members of the board, who may be able to bring particular skills, knowledge and expertise beyond that currently available.

3.7.   In future, it is proposed that officials should attend the Alliance board either in the capacity of policy adviser or for the purposes of being held to account for

delivery of agreed policy objectives. Decisions will be taken solely by a board of non-executives, based on professional executive advice. There is no will nor intention to create a body corporate, therefore, it is recognised that partners will require to secure agreement for policy direction or for the allocation of resources via their respective organisational governance arrangements.

3.8. A further paper will be developed by officers following the next Alliance meeting setting out arrangements in more detail.

3.9. It is proposed that the Alliance Executive would be directly accountable to the Alliance board, which will drive integrated policy direction. The Executive will be responsible for the development and delivery of integrated policy in the form of the Single Outcome Agreement (SOA) and respective underpinning action plans.

3.10. In exercising its responsibilities, it is proposed that the Executive would develop planning, delivery and reporting arrangements for effective:

- integrated public protection and community justice services;

- integrated prevention, wellbeing and employment services;

- integrated children's services;

- integrated health and social care services;

- joint financial, asset management and workforce planning in support of SOA objectives.

3.11. Given their responsibilities and accountabilities, it is proposed that officials on the Executive will generally be the most senior officer for their respective organisations or area of responsibility in Clackmannanshire.

3.12. Whilst it will be a role of the Alliance to hold to account senior officials of the Executive on delivery of the SOA, it is proposed that overall effectiveness of community planning arrangements to improve outcomes, including the role of the Alliance board, its Executive and subgroups remain subject to scrutiny, through the Council's Resources & Audit Sub-committee as defined by its current remit.

3.13. The proposals in Appendix 1 further refine the Alliance's structural arrangements to better facilitate effective joint resourcing and efficient administration of shared service functions with Stirling Council and the Stirling Community Planning Partnership. There is also provision within the proposed structural arrangements for a strong geographical focus, enabling core aspects of the Statement of Ambition to be met, whilst dovetailing with the Council's community hub ambitions as part of Making Clackmannanshire Better.

3.14. The final element of the report considered by the Alliance in March discusses joint resourcing which remains an area of for development. Community Planning business is becoming more integrated and more complex. In some aspects Clackmannanshire has been a national pioneer: integrated mental

health services and shared services with Stirling to name but two examples. However, as more and more areas of public service business become integrated at a local level, e.g. Health and Social Care Integration, Community Justice, with resulting significant redesign requirements, the existing resourcing model is becoming increasingly inadequate. This is an area that will need further examination by the Alliance Executive in the coming months.

Conclusion

3.15. In order to deliver on the Statement of Ambition and deliver improved outcomes as agreed in the Clackmannanshire SOA, further deeper change is required to the Alliance's governance, structure, scrutiny and resourcing.

4.0   Sustainability Implications

4.1.   There are no direct implications arising from this report.

5.0   Resource Implications

5.1.   Financial Details

5.2.   The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate.   Yes ☑

5.3.   Finance have been consulted and have agreed the financial implications as set out in the report.   Yes ☑

5.4.   Staffing - no direct implications at this stage.

6.0   Exempt Reports

6.1.   Is this report exempt?   Yes ☐ (please detail the reasons for exemption below)   No ☑

7.0   Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1)   **Our Priorities** (Please double click on the check box ☑)

The area has a positive image and attracts people and businesses	☑
Our communities are more cohesive and inclusive	☑
People are better skilled, trained and ready for learning and employment	☑
Our communities are safer	☑
Vulnerable people and families are supported	☑
Substance misuse and its effects are reduced	☑
Health is improving and health inequalities are reducing	☑

The environment is protected and enhanced for all ☑

The Council is effective, efficient and recognised for excellence ☑

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes ☐   No ☑ not applicable

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers.   Yes ☑

10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 - Report to Clackmannanshire Alliance of 6 March 2015 - Discussion Paper: Alliance Governance, Scrutiny, Structure & Resourcing

11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes ☐ (please list the documents below) No ☑

Author(s)

NAME	DESIGNATION	TEL NO / EXTENSION
Stuart Crickmar	Head of Strategy & Customer Services	2127

Approved by

NAME	DESIGNATION	SIGNATURE
Stuart Crickmar	Head of Strategy & Customer Services	
Elaine McPherson	Chief Executive	

CLACKMANNANSHIRE ALLIANCE

Report to: Clackmannanshire Alliance

Date of Meeting: 6 March 2015

Subject: Discussion Paper: Alliance Governance, Scrutiny, Structure & Resourcing

---

Report by: Head of Strategy & Customer Services

1.0   Purpose

1.1.   In September 2014, the Alliance tasked its Executive Team to develop and bring forward proposals to reform the Alliance's governance arrangements and structure by March 2015.   The purpose of this work is to ensure Clackmannanshire Alliance acts as a genuine board, a key commitment of the Statement of Ambition.

1.2.   This discussion paper outlines proposals developed by the Executive for further consideration by the Alliance.

2.0   Recommendations

2.1.   The Alliance is asked to:

2.1.1. note, challenge and comment on this discussion paper; and

2.1.2. agree that all partners consult on the paper through their respective governance arrangements with a view to the Alliance Executive bringing back a final draft for consideration at its meeting in June 2015.

3.0   Considerations

3.1.   The Statement of Ambition expects that CPPs must be genuine boards that hold partners to account, and, must provide the foundation for effective partnership working within which wider reform initiatives will happen.

3.2.   The Alliance considered a paper concerning its governance on 5 September 2014. Within the debate that followed, there was clear recognition of a need for change, key points being:

- a number of major functions moving into CPP remit and the need for partnership working to be better streamlined and managed more

> effectively and efficiently, e.g. public protection, community justice, integrated children's services planning, health and social care integration;

- the need to improve accountability through clear distinction of roles and responsibilities of executives and non-executive, and for partners to better mutually support, challenge and hold each other to account constructively;

- a clearer focus on working in partnership to resource priorities, and building firm foundations for joint resourcing;

- a need to substantially quicken the current pace of change to secure improved outcomes within Clackmannanshire;

- a need for a stronger performance focus, including a better defined framework of KPIs that will lead to improved outcomes.

3.3. The Alliance Executive were tasked with coming back to the Alliance in March 2015 with proposals for further discussion and consultation.

Governance

3.4. The Alliance expressed a clear desire to see a clearer distinction between executives and non executives enabling a clearer separation of roles and greater support, oversight and accountability. At present, the Alliance contains executives responsible for the execution of strategy, such as the SOA, and for oversight of delivery of the same.

3.5. It is therefore proposed that the role of executives at the Alliance should be restricted to either being scrutinised or acting in an advisory capacity. It is proposed that the Alliance board would be comprised entirely of non-executive members from partners organisations as follows:

- Council - elected members, on a cross party basis. This should include the Leader of the Council, who would also chair the Alliance, and the Leader of the Main Opposition, as at present. The other members could be selected pro-rata based on political balance/responsibilities.

- Board of NHS FV - xx members on the basis that NHS along with the Council is one of the two most significant funders of services in Clackmannanshire.

- Chair CTSI or nominee

- Chair, Community Justice Authority or nominee

- Chair, JCCF or nominee

- Chair, Tenants & Residents Federation or nominee

- Board of FV College - 1 member

- Board of Clacks Business - 1 member

3.6. It is proposed that the feasibility of non-executive representation from Police and Fire Boards should be explored further by respective Alliance partners.

3.7. The Alliance would not be a body corporate, however, it will make decisions on the Single Outcome Agreement and on agreeing joint resources sufficient to ensure effective delivery. Partners may need to secure agreement for the allocation of resources to the Alliance through their own respective governance arrangements. A modified version of existing Memorandum of Understanding will remain as a basis for Alliance governance and decision-making.

3.8. The Alliance Executive will have responsibility for delivery of the agreed SOA and respective underpinning actions plans. It will be directly accountable to the Alliance Board. In exercising its responsibilities it will develop planning, delivery and reporting arrangements for effective:

- integrated public protection and community justice services;

- integrated prevention, wellbeing and employment services;

- integrated children's services;

- integrated health and social care services;

- joint financial, asset management and workforce planning in support of SOA objectives.

3.9. Given these responsibilities and accountabilities, officers on the Executive will generally be the most senior officer for their respective organisations or area of responsibility in Clackmannanshire, as follows:

- Chief Executive, Clackmannanshire Council (Chair);

- Chief Executive, NHS FV (Depute Chair);

- Forth Valley Divisional Commander, Police Scotland;

- Local Senior Officer, Scottish Fire & Rescue Service;

- Chief Officer, CTSI;

- Vice-Principal, Forth Valley College;

Other officers may attend in an advisory role or for the purposes of scrutiny as required by the Executive. The may include for example:

- Chief Officer, Integrated Health & Social Care Service;

- Chief Officer, Community Justice Authority;

- Representative, Public Protection Forum;

- Strategic Lead: Community Well-being Partnership Team;

- Strategic Lead: Business Jobs & Skills Partnership Team;

- Strategic Lead: Children & Young People's Strategic Group

3.10. The Head of Strategy & Customer Services will be administrative lead, overseeing planning, performance and scrutiny processes, whilst the Head of Resources & Governance will play a leading advisory role in supporting the development of financial, asset and workforce planning.

Scrutiny

3.11. It will be the role of the Alliance Board to agree and resource the SOA, and thereafter scrutinise the Executive on its plans, and the execution of these plans, to deliver better outcomes.

3.12. The overall effectiveness of community planning arrangements to improve outcomes, including the role of the Alliance Board, its Executive and subgroups will be subject to scrutiny by Councillors, through either the Council's Resource's and Audit Committee or the Resources & Audit Sub-committee as defined by current remits.

3.13. To enable effective scrutiny, each partnership will need to have in place an approved annual plan, with realistic objectives and defined KPIs clearly aligned with SOA outcome targets. These should be approved by the Alliance Board in March of each year.

Structure

3.14. The present Alliance structure was agreed in 2013, following a lengthy period of dialogue, to better support the then new 2013-23 SOA . At that time, the main key drivers were to cut down and streamline the number of meetings and groups, some of which were ineffective and poorly attended, and better join-up the preventative social policy landscape, which had become somewhat fragmented.

3.15. The results have been mixed: this is in part to do with organisational change, churn and contraction, significant new duties and responsibilities for community planning, and perhaps an element of over ambition. Whatever the reasons, there is unanimity that further change is required.

3.16. The Business Jobs and Skills Partnership Team is probably fine as an entity, and is in need of least reform. It does need to provide stronger leadership and a more concise, clear and realistic strategic narrative for the LEP and other related groups, however, the recently published Rocket Science report provides a solid platform to enable this. There is also a requirement for the LEP and Community Wellbeing Partnership Team to better join-up around the Employability Pipeline, ensuring those most vulnerable and furthest from the labour market are supported towards greater economic independence, placing less reliance on statutory services and welfare. Whilst a primary role of CWPT is developing community and personal resilience, this must also be seen within a broader outcome priority of employability, employment and increasing prosperity. These are recognised as core building blocks of community and personal wellbeing.

3.17. There is consensus that the Community Wellbeing Partnership Team's remit has become too unwieldy; despite repeated attempts by the chair to galvanise around a core life stage agenda, the combined effect of the early years collaborative, the integrated children's services inspection and resulting plan,

integrated health and social care, shared services with Stirling and more recent developments such as public protection and community justice, has overwhelmed any significant focus on the prevention agenda.

3.18. Furthermore, all partners would recognise that the risks involved with some of the above agendas are significant, therefore shared accountability for matters such as integrated children's service, community justice, public protection and health social care needs to be direct to respective chief officers of the Alliance.
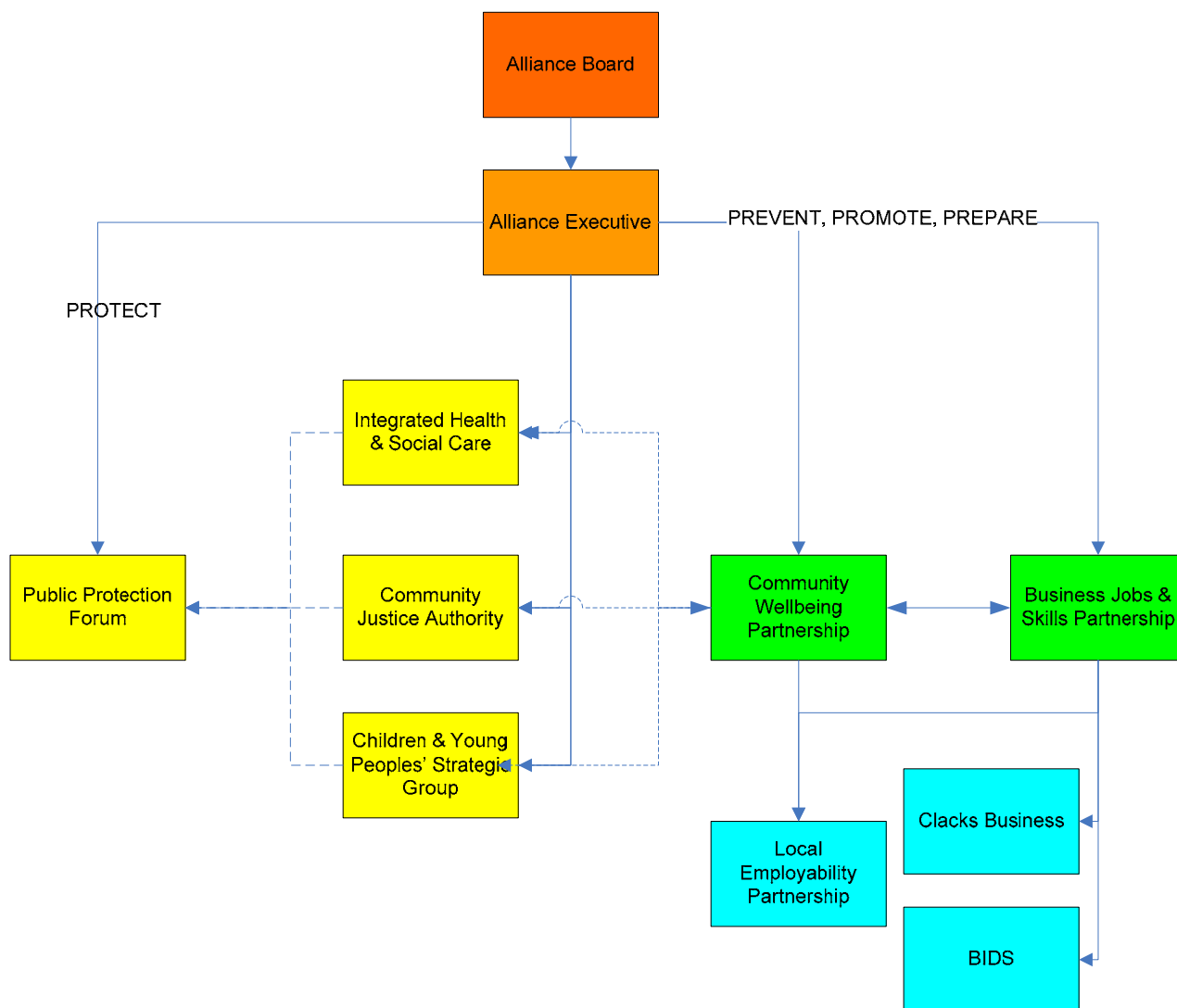

FIGURE 1

3.19. Disaggregating the management of these significant areas of business should leave the CWPT with a much clearer and narrower focus on prevention with the intention of significantly reducing inequality and improving quality of life in Clackmannanshire.   The CWPT needs to be about more than policy formulation and cooperation. There is a clear expectation that it will facilitate redesigned, jointly-resourced, integrated services in a number of related preventative areas associated with developing increased personal and community resilience, as follows:

- community safety, including local police and fire planning, local coordination of multiagency responses, for example, serious organised

crime, counter terrorism, domestic abuse, anti-social behaviour, alcohol and drugs, local resilience and preparedness;

- community empowerment & resilience, including co-production, volunteering, community events and action planning, with resources targeted at developing greater capacity in our most vulnerable communities;

- community learning & development, with a focus on intensively supporting and developing personal resilience, independence and employability prospects for our most vulnerable adults, particularly those furthest from employment (Stage 1 & 2 of the Employability Pipeline).

3.20. Figure 1, above, outlines a proposed refinement of the Alliance structure. In recognition of the need for efficiency and to ensure the Alliance development increasingly supports shared service developments with Stirling, the 'yellow' groups would serve Clackmannanshire and Stirling based on shared plans and shared resources, with separate accountability to both CPPs.

3.21. The Community Justice element is an emerging development with further discussion to be had, particularly concerning its relationship with the Public Protection Forum, however, that apart, the yellow-shaded groups are already well defined. The planning and reporting frameworks for IH&SC, CYPSG, CJA and PPP are (or will be) defined in statute and these should form the basis of reporting to the Alliance, e.g. the plan for the CYPSG will be the Integrated Children's Service Plan. These groupings will also continue to provide a basis for integrated service redesign and deliver improved outcomes.

3.22. The redesign of these integrated teams shaded in green should be built as far as possible around geographical 'hub' models, with operational planning taken down to a very local level, with responses based on sound analysis and intelligence. This does not necessarily mean a property focus; it's about integrated service provision. It is envisaged that intensive support for vulnerable adults and communities will need to be provided locally, effectively utilising proven peripatetic key worker approaches.

3.23. Third sector contribution will be vital, therefore, with CTSI as the interface, it will play a significant and integral role in the design, commissioning and delivery of an integrated local service provision.

3.24. Earliest possible intervention is a core feature of Clackmannanshire's SOA, therefore, it is a thread that should run through the work of all groups reporting to the Alliance. Figure 1 attempts to represent that there will be relations, and to an extent overlaps across and between groups, that will need to be maintained and nurtured by the Executive. Given their clear remit for Prevention, i.e. preventing future vulnerability thereby reducing resulting costs and pressures on public finances, the interface between all groups and the CW & BJS partnership teams will be key.

Management Support - Joint Resourcing

3.25. Community Planning is a joint responsibility. It follows therefore that resourcing support for it is a joint responsibility. At present, general support is

provided by a small team in Strategy & Customer Services. We would also now envisage a role for a wider group of Council support staff as alluded to above. The Council provides and finances administrative support required to maintain the Alliance partnership structure and scrutiny arrangements. This includes support for the preparation of reports and analysis for Alliance and Partnership meetings as well as scrutiny at the Council's Resources & Audit Committee and Sub-committee.

3.26.   In addition, the Council funds initiatives such as Clacks 1000 and absorbs any costs associated with the development, design and communication of any Alliance plans, strategies or Public Performance Reporting.

3.27.   The Council also provides a range of policy support for the purpose of economic development, health promotion etc. Partners to differing extents, also provide or contribute to support resources.

3.28.   The Council will without question continue to provide significant development and support resources, however, with the current pressure on finances, combined with a significantly expanded role for community planning, the existing resource model is inadequate, and perhaps no longer fit for purpose. If the Alliance is to become an effective agent of change for more integrated public services in Clackmannanshire, there will be a requirement to resource it adequately.

3.29.   As such, there is a piece of work that needs to be completed over the coming months that looks at resourcing of, for example, business intelligence and performance, risk management, project and change support, scrutiny support, financing, workforce development, property and other asset management.

4.0   Conclusions & Next Steps

4.1   In order to deliver on the Statement of Ambition and deliver improved outcomes as agreed in the Clackmannanshire SOA, further deeper change is required to the Alliance's governance, structure, scrutiny and resourcing.

4.2   This discussion paper sets out a number of proposals, some of which have clear resource implications, that now need to be consulted on more widely before further consideration. It is proposed that each partner does so through their respective governance arrangements, enabling the current Executive Team to put firm, mutually acceptable, recommendations before the Alliance in June 2015. It is recognised that any recommendations endorsed by the Alliance in June may need to be approved subsequently by all partners.

Alliance Executive, February 2015

APPENDIX 1