

**NEWCASTLE-UNDER-LYME BOROUGH COUNCIL**  
**EXECUTIVE MANAGEMENT TEAM REPORT TO CABINET**

**Date: 15<sup>th</sup> October 2014**

**Title** Newcastle Partnership Review

**Submitted by:** Head of Business Improvement, Central Services & Partnerships

**Portfolios:** Communications, Policy & Partnerships

**Ward(s) affected:** All

**Purpose of the Report**

To inform Members of the review of the Newcastle Partnership which has been completed and which took place between February and September 2014. The areas covered by the review are outlined in this report. The report also summarises the key recommendations from the review, which include changes to the way in which the Partnership works and also the resources dedicated to delivering the ambitions of the Partnership.

**Recommendations**

**Cabinet is asked to:**

- **Note the report and its contents, including the background to the Partnership review; the work already done in changing the Partnership since 2010 and the factors informing the 2014 review of the Partnership**
- **Approve the recommendations set out in this report including developing the Partnership in order to deliver the appropriate actions set out in the Borough Council's Health and Well-Being Strategy and Economic Development Strategy and to develop closer links with countywide bodies such as the Local Enterprise Partnership (LEP) and the Staffordshire Health and Well Being Board**
- **Approve the continued development of the Partnership Hub, located in the Civic Offices in Newcastle under Lyme and involving a number of Borough Council officers from across different departments**
- **Approve the inclusion of the Borough Council's Third Sector Commissioning budgets, where possible, within the pooled funding for the Partnership dedicated to delivering improvements in its key outcome areas**

**Reasons**

There have been a large number of changes affecting the public sector in recent years. In order to address these changes, partnership working has been highlighted as a key way of working in future. The Newcastle Partnership is the strategic partnership for the Borough and includes representatives from all sectors. The review of the Partnership carried out in 2014 has sought to ensure that the Partnership remains fit for purpose and continues to deliver improvements in key areas of work such as community safety, whilst expanding into other key areas such as economic development and health and well-being.

## **1. Background to the Review**

- 1.1 The Newcastle Partnership is the overarching strategic partnership for the Borough. It was formerly known as the Local Strategic Partnership (LSP). The structure of the LSP was externally reviewed in 2006 and an LSP Executive Board was established, supported by five theme groups (including the Crime and Disorder Reduction Partnership).
- 1.2 This structure was reviewed during 2011/12 as a result of national, regional and local changes to partnership policy and process including the ending of the Local Area Agreement (LAA) and Comprehensive Area Agreement (CAA). The name of the strategic partnership was also changed to become the 'Newcastle Partnership', rather than the LSP.
- 1.3 The aim of this previous review was also to simplify the existing governance structures as a result of these national changes and focus the Partnership exclusively on delivery.
- 1.4 It was agreed during the review in 2011/12 to examine the existing Partnership strategic framework – much of which was established in the Borough's Sustainable Communities Strategy (SCS) 2008-2020.
- 1.5 The SCS 2008-2020 itself set out a vision for the Borough and included over 20 'Priorities for Newcastle'.
- 1.6 In reviewing the existing LSP, it was felt by partners that a clear vision was needed for the Borough; the number of priorities needed to be reduced (in order to focus partners' efforts and deliver the added value which partnership working brings, as well as recognising the reduction in resources affecting the entire public sector); the Partnership's governance needed to be simplified; and a coherent set of outcomes needed to be agreed upon, which reflected the needs of the Borough as a whole.
- 1.7 The Borough Council has traditionally led on the administration and development of the Partnership, providing a number of officers within the Partnerships team to carry out this work. The LGA Peer Challenge in October 2012 confirmed that partners wished this arrangement to continue and recognised the work and achievements of the Partnerships team.

## **2. Review of the Partnership**

- 2.1 As a result of this work, a number of changes were made to the Partnership as part of the review during 2011/12.
- 2.2 First, a clear, shared vision for the Newcastle Partnership was developed - *Newcastle Communities together, securing a prosperous future*. This vision, it was felt by partners, reflected the ethos of the Partnership and the desire of all partners to see improvements to the Borough's economy, which would, in turn, assist those citizens requiring help and support
- 2.3 .Second, the existing list of over 20 priorities was reduced to two key priorities:
  - Enhancing economic growth; and
  - Tackling vulnerability

2.4 As with the vision, it was felt by partners that these two priorities reflected the clear messages coming through analysis of the evidence base. Based on a number of studies of the Borough and using a number of sources, a clear set of areas of concern presented themselves:

- The population is ageing, and is projected to grow by around 12% by 2035
- There are several wards in the borough where levels of deprivation are high (within the top 20% most deprived in the country) and approximately 15,500 residents live in the top 20% most income deprived areas in the country
- There are wide variations in terms of those residents claiming benefits, with a number of SOAs being higher than the national average in terms of JSA
- Young people are suffering from unemployment rates which is higher in a number of wards than both the Staffordshire and national averages
- There a significant inequalities in terms of health, with around 10 years difference – for both men and women – in life expectancy rates between the most and least deprived wards in the borough
- Teenage pregnancy rates are higher than the national average in the borough
- Mental health is an issue in the borough and is a major risk factor in relation to domestic violence, offending and re-offending and anti-social behaviour
- Alcohol-specific mortality rates for men are higher in Newcastle than the national average
- Crime rates are generally being reduced, but fear of crime still remains high
- Domestic violence and anti-social behaviour – despite improvements – remain significant issues for the borough.

2.5 In translating the Partnership's vision into reality, a number of key outcomes were identified, using the data and evidence summarised above:

- People being part of an active, local community and involved in how public services are delivered leading to high levels of satisfaction and value for money relating to the delivery of those services
- People living, working and prospering in safe environments, free from crime and the causes of crime
- People enjoying longer, healthier and more rewarding lives

2.6 In linking the Partnership's priorities with its stated outcomes, the work of the Partnership was divided into three key objectives:

- Improving **People's** lives;
- Improving the **Places** in which people live, work and visit; and
- Enhancing the **Prosperity** of the Borough as a key part of delivering our outcomes

The strategic framework developed for the Partnership, therefore, can be represented by the table below, which links together the Partnership's needs; vision; priorities; objectives and outcomes.

NEEDS				
Ageing Population	Worklessness	Alcohol/Drugs	Health Issues	Crime
VISION				
Newcastle Communities together, securing a prosperous future				
PRIORITIES				
Enhancing Economic Growth		Tackling Vulnerability		
KEY OBJECTIVES				
PEOPLE		PLACES		PROSPERITY
Helping those who feel vulnerable		Improving life in the home – tackling domestic abuse; dealing with anti-social behaviour		Developing the skills local people need to access job opportunities
Tackling fear of crime		Improving public spaces – town centres; parks		Supporting people in re-entering the job market
Providing support to those who need it		Improving our environment		Ensuring that housing meets the needs of local people
Dealing with drug and alcohol addiction and abuse		Providing healthier solutions to our localities		Transforming the image of the Borough
Addressing offending and repeat offending and victimisation		Making our places safer – use of CCTV		Helping to maintain and support new/existing business
DELIVERY				
OUTCOMES				
Reducing fear of crime	Reducing levels of crime	Increasing Satisfaction	Healthier and safer	Value for money
EVALUATION				

2.7 As said, the structure for the Partnership was reviewed in 2012 and the decision was made to have fewer meetings and to focus on delivery. The approach can be summarised as: -

- Strategic – to align with plans/strategies
- Programme – to deliver outcomes and benefits
- Project – to deliver on time and to desired quality

A copy of the Partnership structure can be found at [Appendix A](#). The details of each level of the existing structure includes: -

- **Strategic Board** – consists of Executive representatives from key partners in the Borough and is responsible for setting the vision and priorities for the Partnership and takes the ultimate decision on what areas of work will be delivered via the work programme
- **Partnership Delivery Group** – consists of senior representatives from key partners in the Borough and focuses on delivery on the work programme ratified by the Strategic Board.
- **Locality Action Partnerships (LAPs)** - consist of a range of representatives who live and work in the area to address issues that affect and impact on quality of life. LAPs provide an opportunity to understand and influence the way in which services are provided in an area and to contribute to policy and strategy development.
- **Operational Groups** – consists of operational representatives from key partners to co-ordinate operational delivery of the work programme.
- **Task and Finish groups** – consists of representatives from relevant partners with an interest in a particular subject area to co-ordinate time limited activity related to the work programme.

- 2.8 In creating this governance structure, the Partnership has also made conscious use of programme and project management techniques and approaches. Projects to be included in the Work Programme for the Partnership are assessed on the basis of a number of key questions including data analysis and whether the project can be delivered. The governance structure outlined above allows for issues to be escalated if necessary.
- 2.9 In 2012, the Partnership approved a Work Programme up to 2017. This Programme was based on key strategies and plans, including the Borough Council's Stronger and Safer Communities Strategy 2012-2017. A copy of the Work Programme can be found at [Appendix B](#).
- 2.10 The Partnership Work Programme, therefore, reflected the issue outlined earlier in this report and the overall of the Partnership as expressed by partners, including using preventative techniques to help vulnerable people and those at risk of harm in Newcastle, as well as dealing with deprivation in many areas which remains a key risk factor in terms of offending and also in terms of being potential and actual victims of crime (e.g. 40% of all victims of domestic abuse tend to come from areas described as 'lower income').
- 2.11 In developing a Work Programme, the Partnership intended to build on already successful work, but to re-adjust its focus away from dealing mainly with consequences and towards focusing on prevention and support so that individuals, families and communities do not 'tip over' into lives of crime, poor health, worklessness and poverty (all of which cost the public sector far more in resources to deal with than more preventative approaches do). In developing these re-focused approaches, the Partnership looked to take into account the national picture and the move towards localism and changes to police governance with the introduction of the Police and Crime Commissioner.
- 2.12 The full range of work being done by the Partnership following the 2012 review included the following: -
- A range of measures to address, deter and prevent anti-social behaviour e.g. diversionary activities such as graffiti projects and enforcement activities such as restorative justice (resulting in Newcastle being the only district in Staffordshire to see a fall in ASB since 2012)
  - Co-ordinating a range of activity to support victims of domestic violence and anti-social behaviour;
  - Raising awareness of domestic violence and other community safety related issues - helping a range of families and family members through our work and work of partners e.g. through the Independent Domestic Violence Advocate (IDVA)
  - Development of key projects - e.g. Building Resilient Families and Communities - delivered over £30,000 in payment by results funding;
  - Safer Nights - excellent results achieved in a number of areas related to alcohol abuse
  - Organisation of partnership events - welfare reform and public health - designed to bring partners together and focus on future areas of work
  - Co-ordinating Lets Work Together for partners across the Borough - series of training sessions established on key areas such as Safeguarding.
  - Worked with the Office of the Police and Crime Commissioner to maximise funding opportunities and development of services for the Borough
  - Progressed and improved the opportunities provided by co-location of services within the Civic Offices and elsewhere;
  - Worked with the Public Health team to co-ordinate a gap analysis of Health and Wellbeing services/activities available in the Borough;

- Streamlined and strengthened the Locality Action Partnerships and provided additional support in order to allow them to govern their own work programmes and commission work effectively
- Co-ordinated the Purple Flag submission to the ACTM
- Worked towards achieving the Co-operative Council vision of the Borough Council in conjunction with partners and communities

2.13 Despite the progress made by the Partnership from 2012 onwards, there remained a number of challenges still to be tackled, including:

- To focus Partnership meetings on doing rather than talking
- Identify available resources to drive the work of the Partnership forward
- Greater representation in areas like economic development and greater links strategically in this area
- To address the issue of delivery and commissioning and develop projects that are truly partnership based

2.14 To examine these issues in greater detail, therefore, a further review of the Partnership was undertaken from February-September 2014. This review was to focus on the following areas:

- Strategic framework, including links to key strategies such as economic development and health and well-being; evidence base; vision; priorities and outcomes
- Structure and membership of the Partnership to prevent duplication, inefficiency and to encourage full and active participation by partners who are able to make decisions and contribute to the delivery of shared priorities
- Constitution/terms of reference of the Partnership
- Review of the Partnership Work Programme
- Delivery and funding options
- Development of co-operative working
- Streamline and strengthen the capacity of LAPs
- Performance management

2.15 In undertaking this review, a number of areas of work have been completed, including a survey of partners and links have been made to related work including the review of locality commissioning around health and well-being led by the Tamworth CEO (Tony Goodwin) and commissioned by the Staffordshire Health and Well-Being Board, as well as the ongoing development of a Partnership Hub based in the Civic Offices in Newcastle and involving a number of public sector agencies in dealing with issues affecting individuals, families and communities (see **Appendix C** for a summary of the Hub approach).

2.16 The result of this review is a series of recommendations, including the following:

- To retain the existing vision; priorities; objectives and outcomes of the Partnership (although see below)
- To further develop strategic links between the Partnership, the Stoke on Trent and Staffordshire Local Enterprise Partnership (LEP) and the two Town Centre Partnerships in the Borough, together with focusing on how the Partnership can contribute to the delivery of the Borough Council's Economic Development Strategy in key areas such as skills development; masterplanning and improving quality of life
- To further review the existing evidence base and revisit relevant data to ensure that the Partnership is still meeting the needs of the Borough

- To review the Partnership Work Programme to ensure that it is still fit for purpose
- To develop and implement a performance management framework for the Partnership, based on work done in Stoke on Trent and led by the Fire Service where a dashboard of indicators from different partners are used by the Partnership to measure progress in terms of improvement under the outcome headings agreed by the Partnership
- To address the issue of delivery and ensure that the appropriate mechanisms are being used in the right areas, including commissioning
- To re-badge the existing Partnership Delivery Group (PDG) – chaired by the NULBC Chief Executive – as the Partnership Commissioning and Delivery Group (PCDG) to reflect a wider focus on delivery and integrated commissioning
- To develop closer links with countywide bodies, including the LEP (see above) but also the Staffordshire Health and Well-Being Board to ensure that issues are both escalated effectively and also dealt with locally, where appropriate
- To further develop the Partnership Hub (see reference above) to ensure that issues are being dealt with in the 'right' way and by the 'right' organisations and to ensure that information is being shared and dealt with effectively
- To review the Partnership's Constitution/Terms of Reference (see [Appendix D](#))
- To review and update the Borough's Sustainable Communities Strategy (see [Appendix E](#))
- To review the work of the Locality Action Partnerships to ensure that they remain fit for purpose

2.17 In terms of the central part of the Partnership's activity – that of delivery – the Partnership agreed to examine the existing resources available to individual partners, including the following:

- Police and Crime Commissioner funding
- Building Resilient Communities and Families Payment By Results funding
- Public Health/Health and Well-Being commissioning/funding
- Third Sector Commissioning funding (currently held by NULBC)

Following a comprehensive review of these areas of funding and also the mechanisms which could be used to organise activity within these and other areas of focus for the Partnership, there is a tentative agreement for partners to pool available sources of funding and to agree on how to use this funding, whether it be commissioning or some other approach. Based on the strategic framework outlined in this paper, it is for the Partnership to decide whether to commission services and also to decide on the areas where this commissioning/delivery should take place (having considered the evidence base). In doing so, partners have agreed to make use of the County Council's Commissioning Model, aided by other models such as the Borough Council's commissioning approach, based on its experiences of commissioning the Third Sector.

2.18 Finally, the Partnership has agreed, as part of this review, to implement the key findings from the 'Goodwin Review' of locality (i.e. district/borough based) health and well-being work. This implementation can be seen in terms of developing the PDG into the PCDG; the proposal to develop closer links with the Health and Well Being Board in Staffordshire (and so have a greater say in the strategic position throughout the county as well as in the Borough) and the acceptance of a provider role for organisations across all sectors in this area of work. The report on the 'Goodwin Review' has been presented to Cabinet previously, but can be found at [Appendix F](#).

### **3. Next Steps**

- 3.1 Following the conclusion of the Review, a paper was taken to PDG and was approved, outlining the recommendations set out in this Cabinet report. The final approval of the recommendations set out here was obtained by the Partnership Strategic Board on 22<sup>nd</sup> September 2014.
- 3.2 The implementation of the review's proposals will be split into three stages.
- 3.3 Stage 1 of the implementation will include:
- Approval of the revised Sustainable Communities Strategy for the Borough by both the Board and also each of the partners (including approval by Cabinet today)
  - Approval of the updated Partnership Constitution/Terms of Reference
  - Agreed implementation of the proposals set out in the work led by Tony Goodwin, as referred earlier in this report, around health and well-being and the role to be played by 'localities' (in other words, the Borough) in the commissioning and development of health and, especially, well-being activities in the area
  - Agreement to re-name the existing Partnership Delivery Group as the Partnership Commissioning and Delivery Group to reflect the wider focus of the Partnership in terms of delivery options
- 3.4 Stage 2 of the implementation process will include:
- To convene a workshop made of partners to take forward the work outlined in the bullet points below
  - Partners to review the existing data and evidence underpinning the Partnership's strategic framework to ensure that the key areas of need continue to be reflected in the Partnership's ambitions and in the delivery of key projects and areas of work
  - Partners to identify key areas of work/key projects which will be focused on by the Partnership in terms of delivery (based on the updated available data/evidence for the Borough)
  - Partners to further identify the most appropriate method of delivering these projects/areas of work – whether via commissioning; direct provision or via some other delivery model
  - Partners to review existing funding streams and available resources and to look to pool resources, as far as possible, under the overall auspices of the Partnership to focus on the delivery of the Partnership Work Programme Partners to agree a performance framework to cover this and to use this framework as the basis for measuring the progress of the Partnership against its key priorities/objectives/outcomes
- 3.5 Finally, stage 3 of the implementation process will cover the following areas:
- Partners to use the identified areas of work as the basis of a review of the existing Partnership Work Programme, created in 2012 to better reflect all areas of strategic activity in the Borough and the ambitions/priorities of partners and the Partnership
  - To agree delivery/project plans for those areas included in the Work Programme, including key milestones and performance measures, as well as details of project/delivery teams



- 3.6 Cabinet is asked to approve the work done in reviewing the Partnership and also to agree, in principle, that, following examination of existing contracts and available spend, that the Borough Council's Third Sector Commissioning budgets are transferred for use by the Partnership in the areas outlined in this report.
- 3.7 Further reports on the progress of the Partnership will be presented to Cabinet in the future, with a further report expected before the end of the 2014/15 municipal year.

#### **4. Options**

- 4.1 Option A – that Cabinet approves the work covered by this report, including the changes to the Newcastle Partnership summarised such as the pooling of resources to include the Borough Council's Third Sector Commissioning budgets (recommended)
- 4.2 Option B – that Cabinet does not approve the proposals outlined in this report, thereby potentially risking the continued work of the Newcastle Partnership (not recommended)

#### **5. Outcomes Linked to Corporate Priorities**

- 4.1 The issues contained in this report contribute to meeting the all the Borough Council's Corporate Priorities of Creating a Cleaner, Safer and Sustainable Borough; Delivering a Borough of Opportunity; Creating Healthy and Active Communities and Becoming a Co-operative Council.
- 4.2 The report also covers the new Sustainable Community Priorities of enhancing economic growth and tackling vulnerability.

#### **6. Legal and Statutory Implications**

- 6.1 None at this stage.

#### **7. Equality Impact Assessment**

- 7.1 An Equality Impact Assessment is being developed for this area of work.

#### **8. Financial and Resource Implications**

- 8.1 This report sets out a proposal whereby third sector commissioning and other funding streams held by partner organisations will be pooled and dedicated to delivering improvements against the Partnership outcomes outlined in this report. At present, most of this budget is allocated, primarily as part of the countywide Public Sector Commissioning in Partnership (PSCiP) work focused on debt, benefit advice and infrastructure funding for voluntary and community services, but – as contracts come to an end and funding becomes potentially available, it is proposed that at least some of this funding will come under the auspices of the Newcastle Partnership.

#### **9. Major Risks**

- 9.1 This report potentially highlights a number of risks with the review, including:
- Future use of existing Third Sector Commissioning budgets – any available budget may be required by the Borough Council to meet existing budget shortfalls and therefore may not be available to the Partnership
  - Reputational damage for the Borough Council amongst third sector organisations if decisions on provision change the providers of services

**9. Earlier Cabinet/Committee Resolutions**

None

**10. List of Appendices**

- Appendix A – Structure of the Newcastle Partnership
- Appendix B – Partnership Work Programme 2012-2017
- Appendix C – Partnership Hub structure
- Appendix D – Partnership Constitution and Terms of Reference
- Appendix E – Sustainable Communities Strategy
- Appendix F – Achieving Strategic Outcomes Through Locally-Based Delivery

**11. Background Papers**

11.1 None

*Sign Off Sheet*

<b>Implications included</b>	<b>Head of Service agreed report, signed &amp; dated</b>	<b>Financial Implications signed &amp; dated</b>	<b>Legal &amp; risk implications signed &amp; dated</b>
<b>Financial</b>			
<b>Legal</b>			
<b>Risk</b>			
<b>Corporate format used</b>			