
**Manchester City Council
Report for Resolution**

Report To: Resources and Governance Overview and Scrutiny Committee –
10 March 2011

Subject: Manchester Partnership – Proposed Changes to Governance
Arrangements

Report of: Jacquie O'Neill – Head of City Policy
Sarah Henry – Head of Research and Performance

Summary

The national policy, funding and performance landscape has changed significantly. These changes provide an opportunity to review the governance and accountability arrangements and how priorities are resourced across the city. This report sets out proposed changes to the structures of the Manchester Partnership, with the aim of creating simpler and more effective framework.

Recommendations

Resource and Governance Overview and Scrutiny Committee are invited to comment on the proposed changes to the Manchester Partnership structures.

Wards Affected:

All

Contact Officers:

Name: Jacquie O'Neill
Position: Head of City Policy
Telephone: 0161 234 1021
E-mail: j.oneill1@manchester.gov.uk

Name: Sarah Henry
Position: Head of Research and Performance
Telephone: 0161 234 3769
E-mail: s.henry@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

1.0 Introduction

- 1.1 This report sets out intended changes to partnership roles and structures operating at a strategic level in the city. Specifically, the report sets out revisions to the Manchester Partnership and Place Board with the aim of creating a simpler framework.

2.0 Background

- 2.1 Manchester has a strong track record of partnership working through the Manchester Partnership. The Manchester Partnership has been in operation since 2001 and the Vision for Manchester, renewed in 2006 has provided an effective focus for setting out the city's longer term priorities and aspirations. Nevertheless, the current arrangements are shaped around a combination of the priorities of the Vision for Manchester and the requirements of previous national performance frameworks, such as the Local Area Agreement, and partnership financial allocations such as Working Neighbourhoods Fund and Area Based Grant.
- 2.2 This landscape is now significantly changed. Central government has removed many of its performance reporting requirements and has delegated more flexibility to local areas. The work to update the Manchester Community Strategy Delivery Plan 2011-15, alongside the introduction of Community Budgets and key changes in the financial and policy context provide an opportunity to look again at governance and accountability arrangements and how priorities are resourced and performance managed across the city.
- 2.3 Following discussions with chairs and members of each of the existing Boards at different levels of the Partnership, a number of changes and improvements are proposed. These will enable a better alignment between the partnership structures and supporting performance management arrangements, whilst getting greatest impact from partnership activity. The proposed changes will also ensure a focus on neighbourhoods through integrated commissioning and more direct accountability to neighbourhoods.

3.0 The Manchester Board

- 3.1 The Manchester Board has as its central purpose to drive and build collaborative leadership across the city, across the public, private, voluntary and community sectors. As the non-executive element of the Partnership it provides the strategic direction for the Community Strategy and holds the partnership to account for delivery.
- 3.2 The Board has a small core membership – the Leader of the Council is the chair, with non-executive members drawn from the PCT, ITA, GMPA/Public Protection Commission, private sector, faith, and the voluntary and community sector. Discussions with the Board have confirmed that the current framework of quarterly meetings, an annual discussion on performance and direction linked to the State of the City, the size of the Board and the structure of agenda all work well. Going forward it is proposed to strengthen two membership areas: representation from the VCS, given the continued

emphasis on the sector in both policy and delivery terms; and, with the demise of the Learning and Skills Council, the need to address the current gap in representation from the work and skills sector. We will also need to keep membership under review to ensure it reflects the changing delivery arrangements across the public sector. For example, the abolition of PCTs and changing roles for GP consortia and clusters will mean a need to reconsider membership from the Health sector.

4.0 Manchester Investment Board

- 4.1 It is proposed to merge the existing Public Service Board (PSB) and Place Board, creating a single strategic executive board – the Manchester Investment Board.
- 4.2 The PSB was originally intended to take a lead role in tackling the big issues for the city, aligning partner activity, and to report to the Manchester Board on delivery of the Community Strategy and Local Area Agreement, focussing on performance management and understanding actions needed to address variations in performance. With the end of the CAA and LAA, there is now an opportunity for the Partnership to develop its own delivery and performance management arrangements that better reflect local priorities going forward.
- 4.3 The Place Board was introduced specifically to drive the work of the place pilots across the city. There are two pilots within the City – in Ardwick and in Cheetham/Broughton, the latter involving joint work with Salford. Through these pilots we are developing our model of integrated public services focussed on individuals and families at neighbourhood level. Specifically the pilots are testing and rolling out methods of improving the life chances of people through addressing long-term worklessness, improving the safety and management of neighbourhoods and redesigning support for parents and children from pregnancy to the time they are five years old. The pilots are now starting to take shape, and are developing stronger governance arrangements. Discussions with Whitehall, and particularly with HMT, about the direction of public sector reform have picked up pace. The introduction of Community Budgets will require clear governance and accountability arrangements to be in place both at AGMA and within Manchester.
- 4.4 It is proposed that the new Manchester Investment Board, will:
- Provide city wide strategic leadership and direction to public sector reform, including on integrated commissioning and tackling dependency.
 - Develop strong and joint leadership across the right mix of public, private and voluntary and community sector partners, within the framework of local democratic accountability.
 - Drive delivery of the Manchester Board and Community Strategy priorities.
 - Provide accountable decision making and governance arrangements for Community Budgets and the Manchester Investment Fund, the (proposed) GM Productivity Fund and LEP Single Pot, so far as they relate to

Manchester. Provide a strategic forum to discuss the joint alignment of mainstream resources (people, property and funding).

- Manage the partnership's Investments Portfolio, ensuring participation from partners, holding Investments Partnerships to account and ensure financial risk is being managed.
- Ensure a place focus to the delivery of the Community Strategy priorities, by connecting to neighbourhood regeneration teams, neighbourhood delivery teams and ward coordination, including gathering intelligence about the development of neighbourhoods.
- Strategic accountability for the development and delivery of the Community Strategy, ensuring progress on key indicators and coordination between thematic activities, intervening to direct mitigating actions for key measures where risks to delivery emerge.
- The Board would be accountable to the Manchester Board and to the Executive of the Council, and would be subject to the normal scrutiny arrangements through the Council's Resource and Governance Overview and Scrutiny Committee.

4.5 It is intended to move immediately to this new merged arrangement – with the first meeting in mid-March. The Board itself will oversee and shape work currently underway to define the membership, forward programme and meeting arrangements for the Investment Board.

5.0 LSP Resources and Performance Sub-Group and LSP Management Group

5.1 The changes suggested above raise the opportunity to review the continuing need for both the LSP Management Group and the Resources and Performance Sub-Group. In part as a consequence of the policy, performance reporting and finance changes outlined above, members of both have begun to challenge the added value to the core business of respective partner organisations.

5.2 It is proposed to merge the two groups, creating a single intermediate tier group focused on the Partnership's planning and performance framework as well as providing an opportunity to look at joint use of resource issues. To be truly effective revised terms of reference and refreshed membership will be needed and are currently being developed. It is proposed the position of chair of this merged group continues to be the council's Executive Member for Finance and Resources.

6.0 Thematic Partnerships

6.1 Concurrent changes in the national policy context, strengthening City Region arrangements, the redesign of performance and delivery planning that is to come, all provide the opportunity to reshape the nature of our partnerships. In the future we are likely to see greater informality in joint working, with less

focus on formal meeting structures. The key will be to achieve greater focus on joint activity through integrated commissioning and in some cases, Investment Partnerships.

6.2 Three specific actions are proposed:

- Move immediately to create a new Health and Wellbeing Board. This will replace the existing Adults Health and Wellbeing Board. This takes forward proposals set out in the NHS White Paper *Liberating the NHS* for the establishment of local statutory Health and Wellbeing Boards, and which was confirmed in the Health and Social Care Bill published on 19 January. Manchester will bid to be an early implementer site for the establishment of Health and Wellbeing Boards now that the formal invitation has been received

The core purpose of the Board is to join up commissioning across the NHS, social care, public health and other relevant services, in order to secure better health and wellbeing outcomes for the whole population, better quality of care, and better value for the taxpayer. In Manchester this presents a real opportunity to ensure that the City's priorities in relation to economic growth, reducing dependency/demand on services and work with complex families are addressed through stronger partnerships with GP consortia and NHS providers.

It is explicit that the Health and Wellbeing Board is not in itself a commissioning body; the commissioning authorities will be the GP Consortia and the City Council. Its role is primarily to provide strategic leadership for health and wellbeing, setting the framework within which commissioning happens and working to improve the commissioning system, including integrated commissioning and community budgets.

Specific functions of the Board will be to:

- produce the Joint Strategic Needs Assessment;
- produce the local pharmaceutical needs assessment; and
- produce a Joint Health and Wellbeing Strategy, providing the overarching framework within which commissioning plans for the NHS, social care, public health and other relevant services are developed.

Core membership will be drawn from: Executive Member for Adults, plus the Leader of the Council; the chairs of the three GP Consortia; the Directors of Adults and of Children's Services; the Director of Public Health; and a representative of Manchester HealthWatch when established. Other members will include a residual PCT representative, the three Acute Trusts, the Mental Health and Social Care Trust; the Council's Deputy CEX for Performance, and a representative drawn from the voluntary and community sector.

Boards will only formally assume their statutory powers and duties in April 2013 (at the same time as GP Consortia formally take on responsibility for the NHS budget). If the application to be an early implementer is

successful it is proposed that a new shadow Health and Wellbeing Board be established in May. It has been agreed that the existing Adults Health and Wellbeing Partnership Board will be disestablished following its meeting on 4 April. The Citywide Securing our Shared Future Board will continue for a given period of time to ensure the QIPP (Quality, Innovation, Productivity and Prevention) programme continues to be delivered during 2011/12. The terms of reference, including reporting arrangements within the Manchester Partnership, and work programme for the shadow Board will be developed in consultation with all key stakeholders over the next two months. It has been suggested that as well as dealing with transitional challenges it would be beneficial for the Board to have a strong strategic focus from the beginning on integrated commissioning and community budgets.

- A strategic review of our partnership arrangements in neighbourhoods. The Strategic Director Neighbourhood Services has agreed to lead a strategic review of our partnership arrangements in neighbourhoods. This will include a review of the role, inter-connections and structures of the Sustainable Neighbourhoods Partnership (and sub-groups), the Crime and Disorder Partnership, Housing Partnership, Transport Partnership and Culture Partnership. It will also include consideration of how these arrangements relate to current SRF Delivery Groups, and the proposed Neighbourhood Regeneration Teams and Neighbourhood Delivery Teams. Reform will provide an opportunity to strengthen spatial accountability for the implementation of the Community Strategy priorities.
- Whilst these arrangements and wider policy changes are being embedded, the chairs of the remaining thematic partnerships (Work and Skills, Childrens Board) are to reassure themselves that current arrangements remain fit for purpose.

6.3 In addition, thematic Investment Partnerships will be set up as part of Manchester's Community Budgets proposition. Only those partners who have an interest in the investment, as investors or deliverers, will form the partnership, which will be underpinned by an investment agreement. The agreement will set out the objectives for the partnership, the delivery model for interventions, the performance framework, and the financial incentives – how the savings will be captured, shared, and reinvested to continue to reduce demand on public services and improve outcomes for residents.

7.0 Conclusion

7.1 The changes outlined will create a streamlined and effective Manchester Partnership, driving accountability for the public sector reform agenda. Streamlining membership and removing duplication will also facilitate the commitment of senior representatives from key partner organisations. The changes also bring an opportunity to examine how best to support the streamlined partnership, and this is being developed as part of the Policy, Performance, Research and Intelligence AIM transformation project.

- 7.2 Resource and Governance Overview and Scrutiny are invited to comment on the changes proposed.