

**AGENDA MANAGEMENT SHEET**

**Name of Committee** Council

**Date of Committee** 23 January 2007

**Report Title** Enhanced Two Tier Working

**Summary** This report seeks endorsement to a submission to Government in accordance with the deadline set out in the Government's 'Invitations to Councils.'

**For further information please contact:** Jim Graham  
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**Would the recommended decision be contrary to the Budget and Policy Framework?** No.

**Background papers** None

**CONSULTATION ALREADY UNDERTAKEN:-** Details to be specified

- Other Committees  .....
- Local Member(s)
- Other Elected Members  .....
- Cabinet Member  .....
- Chief Executive  .....
- Legal  .....
- Finance  .....
- Other Chief Officers  .....
- District Councils  .....
- Health Authority  .....
- Police  .....
- Other Bodies/Individuals  .....

**FINAL DECISION YES**

**SUGGESTED NEXT STEPS:**

Details to be specified

Further consideration by this Committee  .....

To Council  .....

To Cabinet  .....

To an O & S Committee  .....

To an Area Committee  .....

Further Consultation  .....

## Agenda No 2

**Council - 23 January 2007.**

**Enhanced Two Tier Working**

**Report of the Chief Executive**

### **Recommendations**

- (1) That the Council endorses the attached statement of intent for delivery of enhanced two tier working in Warwickshire for submission to the Government by 25 January 2007.
- (2) That the Council authorises the Chief Executive, in consultation with party leaders, to make any minor amendments to the submission.

### **1.0 Background**

Following discussion by the Council on 12 December, there has been discussion with our partners on a proposal for enhanced two tier working. The enclosed is the text that has been agreed for consideration by all six councils.

Due to the timescales, various minor amendments are still being suggested by partners. A further update will be provided for members on Monday 22 January.

JIM GRAHAM  
Chief Executive

Shire Hall  
Warwick

17 January 2007

**DRAFT 2**

***Enhancing Two-Tier Working in Warwickshire ~  
A proposal from the Warwickshire Partnership***

***January 25<sup>th</sup> 2007***

## 1. Context

1.1 This paper sets out proposals for enhancing two-tier working within Warwickshire. The proposal is made by the following bodies:-

Nuneaton and Bedworth Borough Council	Warwickshire Police Authority & Force
North Warwickshire Borough Council	Warwickshire Connexions
Stratford on Avon District Council	The Learning and Skills Council
Warwick District Council	Warwickshire Association of Local Councils
Rugby Borough Council	NHS Warwickshire
Warwickshire County Council	Coventry & Warwickshire
Warwickshire Probation Service	Infrastructure Consortium

1.2 This paper is submitted in response to the Government's recent invitation to local councils to demonstrate how we can enhance working between the tiers of local government.

## 2. Warwickshire ~ Current Context.

2.1 The Councils within Warwickshire recognise that within the recent White Paper the Government has extended an invitation to councils to pursue either Enhanced Two-Tier Pathfinder or Unitary status. Warwickshire believes that there is a third-way, which is not covered by these two options. In Warwickshire we have achieved significant progress in joint working with partners. We have worked in this way for some time and we offer here proposals as a statement of our intent to further enhance working between the two-tiers, wider public services and beyond.

2.2 Warwickshire is on the point of agreeing its first Local Area Agreement with Government. We have received clarification from Government Office for the West Midlands that our progress is excellent and moving towards prospective sign-off of the LAA for commencement in April of 2007.

2.3 Partnership structures across the County are well established with a countywide strategic body overseeing the development of the LAA. That group has now agreed the establishment of a new strategic Public Services Board for the County to drive forward radical change and improvement in public services in Warwickshire.

2.4 It is our key proposition that the Warwickshire Local Area Agreement forms the foundation of our continued partnership approach. Our Governance structure is set out at Appendix 1, and shows how we are integrating public services in the County.

### **3. Warwickshire's Vision**

- 3.1 The overarching vision of the LAA and our partnership approach is to make a real and lasting improvement to the well being of the people in the County. In the simplest of terms we are seeking to achieve improvement for all, but with the fastest improvement for the most deprived. This will be achieved by narrowing the gap in achievement and quality of life that exists between those communities and groups in Warwickshire that are generally prosperous and achieving well, and those that are prevented from doing so through multiple forms of disadvantage.
- 3.2 Effective partnership working is the key to tackling many of the challenges facing the County. Complex issues cannot be addressed by any one agency working in isolation and as such demands joined-up and focused delivery through partnership.
- 3.3 It is important to note that whilst this is a clear focus for partner effort, we must also ensure that the comparative prosperity and good quality of life experienced by most of our residents also continues to advance. This is a fundamental, binding principle for partners.

### **4. Aims of our approach**

- 4.1 Warwickshire Partners' overall intention is to Improve Services; Put Customers First; and Lead our Communities. Four simple but fundamental principles underpin our shared approach: -
  - Improved Service Delivery
  - Improved Quality of Life through a narrowing of the Gap
  - Reduced Cost and Raised Quality
  - Enhanced Local Democratic Accountability

### **5. Enhancement Proposals ~ The Warwickshire Way**

- 5.1 The Warwickshire partners intend the following for enhancing two-tier working: -
  - a) A local 'whole public sector approach' which looks beyond the functional boundaries between and within the local authorities. The Health and Community and Voluntary sectors along with partners in community safety are active in achieving clear aims for enhancing service delivery and access at both the county and local levels.
  - b) A set of integrated front door access arrangements to all our services with the principle that the service user can have their issues dealt with, swiftly and in an holistic and complete manner. We would ask for a stated commitment from Government that the services for which they are responsible locally, can be woven into these arrangements e.g., JobCentrePlus.

- c) A robust governance model based upon our agreed LAA arrangements;
- A new County Public Services Board supported by a wider strategic partnership forum
  - Six county themed partnerships reflecting the LAA blocks
  - Five district-based Local Strategic Partnerships
  - District level themed partnerships reflecting the LAA Blocks
  - Local governance units with parish and town councils (where they exist) to mirror integrated service solutions and devolved responsibility
  - A strong locality voice articulated through a variety of arrangements such as Safer Neighbourhood Teams and Community Forums.
- d) A shared back office service solution between as many public agencies and local councils as possible. We are committed to increased effectiveness and efficiency and are exploring shared services for e.g., Administrative, IT, HR and financial services – where it makes sense to do so:-.
- Shared back-office solutions with Warwickshire Police
  - Exploration of a shared Public Sector Training Academy with the University of Warwick
- e) A commitment across the public sector to address inequalities and discrimination and ensure equality of access, so that regardless of where people live they receive the same level and standard of service.
- f) Warwickshire's driver is to address the Neighbourhood agenda, to join-up services locally so as to ensure greater accountability on public services at all levels. We seek a balance of economies of scale with local effectiveness delivered within a framework of local accountability.
- g) The integration of services delivered to the public across organisational boundaries. The public agencies within Warwickshire are committed to *putting the customer first*. We recognise a collective responsibility to ensure that customers can achieve satisfaction at the first point of contact, and that the agencies, not the customer, do the legwork e.g.,
- Shared accommodation of Young Peoples Services with the ConneXions Service, including co-location of services, shared premises and provision of service information to adults.
  - Integration of the careers information advice and guidance service for adults as part of local public service delivery / information services.
  - Schools as a shared platform for localized children's services driven by our Children and Young Peoples Strategic Partnership
- h) We are committed to the development of policy and financial frameworks to facilitate such fluidity of working and are exploring means of enhancing and expanding devolved decision-making powers and joined-up budgets to local joint fora. We will coordinate the local delivery of all public services and ensure that cross cutting themes are addressed at the local level. The

bringing together of the public, voluntary, community and private sectors to coordinate respective contributions is a key plank of our approach.

- i) The integration of plant, equipment and building solutions across the public sector bodies is a 'given'. Partners will rationalize, pool and share capital resources to the benefit of the citizen, and as such we have already commenced an extensive 'shared access' programme to make the best use of public property and accommodation resources.
- j) A coordinated and collaborative approach to working with the Community and Voluntary sector through the renegotiation of our commended 'Compact'.
- k) The use of an integrated Workforce Planning Strategy with an associated forward-planned Financial Strategy with clearly identified target dates. Within Warwickshire there is a countywide challenge to ensure high calibre Human Resource expertise. The fluid movement and deployment of staffing across organisational boundaries is essential to build and share best practice whilst reinvesting in the future of public service quality.
  - We will join forces to develop a Warwickshire Human Resources Strategy so as to improve our offer to prospective employees. We have committed to collaborative HR and workforce development so as to ensure the best for the County and the development of an integrated training and development solution to equip us to meet the challenges ahead.
  - Audit Consortium - We are exploring a Warwickshire review of audit services with the support of the West Midlands Centre of Excellence. This will look for a shared approach to resolving issues around recruitment and capacity.
- l) Additionally, partners recognise the need for a collaborative financial strategy for the County so as to manage the challenges of the 2007 Comprehensive Spending Review. We will maximize efficiency savings through a joint financial statement, through a synchronized and planned approach to financial resource management.
- m) A branding strategy, which the public can understand and recognise. We will achieve this through the rollout of the existing *Warwickshire Direct* across the County as a whole.

*Warwickshire Direct* - integrated service delivery arrangements to support the delivery of shared services through a mix of One Stop Shops, Customer Service Centre, Community Space, Information Kiosks, Web-based service delivery and more.

Delivery through: -

- Improved access to services for citizens through rationalizing telephone numbers and simplifying navigation through service delivery departments.



- Potential rationalization of premises with shared delivery points e.g., GP/Health Centre based service access.
  - The ability to cross-promote council services assuring take-up levels and promotion of key target areas such as Waste and Recycling.
  - The sharing of staff to deliver services
  - Process development and reengineering to ensure delivery capability and across all access channels to support future opportunities for shared working e.g., common web portal.
- n) The further development of a positive, ‘can-do’ culture for the public sector across Warwickshire. A focus on solutions, entrepreneurialism, risk-management, with the ability to build and move capacity around the County to meet our collective objectives. There is a clear call for an integrated approach to cultural change and organisational development.
- o) Delivery of integrated community engagement and locality working arrangements across public service provision. Warwickshire Police and Councils are working together at a local level in the implementation of Safer Neighbourhood Policing Teams across the County as a whole. Local Partnership and Communities Together (PACT) meetings are being established to engage with residents on the challenges facing local communities and the design of solutions. These PACTS are being streamlined with existing locality engagement mechanisms to ensure effective and efficient engagement.
- p) Community Safety within Warwickshire has a history of collaboration and successful joint venture. We want to take this further and are exploring the establishment of a co-located joint community safety team with the Police Force.
- q) Partners are clear on the need to establish joint bodies with a bias for action to deliver the change agenda and for the removal of outdated bodies no longer fit for purpose. New public services governance arrangements will take us towards this aim. We are also very clear on the need to engage directly with the added capacity of the third tier through Parish and Town Councils in devolutionary and revised governance models.
- r) Collaboration must ensure better outcomes. Based upon robust business plans demonstrating that partnership outcomes will be attained we are committed to pursuing integrated services and governance arrangements for a range of services, beginning with pilots from amongst the following: -

***Place specific services:-***

- Management of the public realm – cleansing, grounds maintenance, highway maintenance, waste collection and disposal
- The integration of Museum and Heritage Services.

***People specific services:-***

- Supporting People Programme
- Revenues and Benefits Services
- Environmental Health & Trading Standards

***Shared Services:-***

- Inward investment marketing
- Strategic Land Use, Transport and Economic Regeneration Planning
- Business support including - Collaborative procurement; Centres of Excellence, hosted by partners & accessible to all, Joint protocols on contracts and bidding processes
- Emergency Planning

We see these as pilots to be built upon as the first phase of public service transformation in Warwickshire.

- s) The creation of a Warwickshire Sub-Regional Culture, which permeates the whole of the public sector. We recognise the identity of the Coventry and Warwickshire sub-region, and wherever possible we would seek to establish synergies and shared purpose with Coventry and other colleagues. We have wide scope of influence with our West Midlands colleagues and also perceive the enormous benefit of a common 'can-do' culture across the sub-region. The scope for added value, synergy and economies of scale is limitless and Warwickshire is committed to exploring the benefits of collaboration across boundaries through Multi-Area Agreements.
- t) A more strategic role for the Business Sector utilizing our existing Coventry, Solihull and Warwickshire economic partnership, and West Midlands Counties Group, as means of exploring Multi-Area Agreements
- u) The cross-boundary solution. Service efficiencies and enhanced effectiveness do not recognise administrative boundaries. The use of cross boundary solutions will transcend the district, county and regional boundaries where service solutions will be enhanced. For example City College Coventry, Warwickshire College and North Warwickshire and Hinckley College collaborate on the delivery of construction provision. North Warwickshire and Hinckley already works across the boundary of Warwickshire and Leicestershire.

**6. Commitment.**

- 6.1 Many of the proposals set out above are already underway. In Warwickshire, we have anticipated the thrust of the White Paper and our collaborative approaches have put down roots over recent times. We now seek a commitment from central Government to delegate as much control as possible over public services in Warwickshire to the local level.
- 6.2 However, we also recognise that we need to set out definitive, delivery time-lines for additional elements for the next three to five years and we will be putting these into place between January and March 2007. Those elements of

our collaborative programme that have not yet started will be initiated from April 2007 onwards.

- 6.3 Partners have endorsed and signed-up to this approach; the outcomes and the performance management arrangements. In particular the universal performance management arrangements underpinning the LAA will serve to enhance public accountability and transparency. The LAA needs to be an integral part of this change process and Warwickshire will work closely with Government Office for the West Midlands.
- 6.4 As a strong public sector body, Warwickshire partnership offers this statement on our current and intended enhanced working as a reflection of the best practice that will deliver improved public services. This is an initial statement and we will submit further proposals as our work progresses.

# PARTNERSHIP GOVERNANCE ARRANGEMENTS



