

PUBLIC SERVICE BOARD

AGENDA

**Monday 21st June 2010 at 10.00am
North Warwickshire Borough Council, South Street, Atherstone**

Membership of Board

Council Leaders

Councillor Alan Farnell , Warwickshire County Council
Councillor Michael Doody, Warwick District Council
Councillor Dennis Harvey, Nuneaton & Bedworth Borough Council
Councillor Colin Hayfield, North Warwickshire Borough Council
Councillor Craig Humphrey, Rugby Borough Council
Councillor Stephen Gray, Stratford on Avon District Council

Voluntary & Community Sector

William Clemmey, Coventry and Warwickshire Infrastructure Consortium (CWIC)

Coventry and Warwickshire Chamber of Commerce

Louise Bennett, Chief Executive

Warwickshire Police Authority

Ian Francis, Chair of the Police Authority

Warwickshire Primary Care Trust

Bryan Stoten, Chair of Warwickshire PCT

Warwickshire and West Midlands Association of Local Councils (WALC)

Councillor William Lowe

1. Apologies for Absence

2. Minutes of Previous Meeting (attached)

- a) To agree the minutes of the meeting held on 26th January 2010 (attached)
- b) Matters arising from the minutes and not otherwise covered by the agenda
- c) Notification of Items under Any Other Business

3. Outcomes from the Away Day and Next Steps

Report from Simon Robson, Head of County Partnerships (WCC)

4. Emerging Policy Changes from the Coalition Government

Discussion on Coalition Proposals and impact on respective organisations and PSB working.

5. Changes within the Health Community

Verbal Update from Warwickshire NHS

6. Any Other Business

7. Future Meetings

Date, Time and Venue	Agenda Items
20/09/10-10.00am- Council House, North Warwickshire	
23/11/10-10.00am- at Saltisford, Warwick	
* All meetings in Saltisford will be held in Building 1, Ground Floor, Conference Rooms 1 and 2	

Objectives**Accessibility**

It is envisaged that the Warwickshire Public Service Board will meet at least four times a year, however additional meetings may be arranged as necessary. PSB meetings are open to the public.

Paper for the meeting will be available 7 days before the meeting and minutes of the meeting will available 7 days after the meeting. Papers for the meeting will be available on the LAA website (see below) and also through contacting:

Pete Keeley
Principal Committee Administrator
Tel: 01926 412450 or Email: petekeeley@warwickshire.gov.uk

Further Information

Visit the Warwickshire LAA website for further information about the LAA

www.warwickshire.gov.uk/newlaasite

Or alternatively contact

--Simon Robson, Head of Partnerships, Tel 01926 412942,
Email: simonrobson@warwickshire.gov.uk

--Bill Basra, Partnership Delivery Manager, Tel: 01926 412016,
Email: billbasra@warwickshire.gov.uk

Minutes of a meeting of the Warwickshire Public Service Board held on 26 January 2010 in the Conference Room, Building 1 at the Saltisford Office Park, Warwick.

Present:

Members of the Public Service Board

Council Leaders:

Warwickshire County Council - Cllr Alan Farnell, (Chair of Board)
North Warwickshire Borough Council – Cllr Colin Hayfield
Nuneaton and Bedworth Borough Council – Apology from Cllr Peter Gilbert
Rugby Borough Council - Apology from Cllr Craig Humphrey
Stratford on Avon District Council – Cllr Les Topham
Warwick District Council – Councillor Les Caborn represented Cllr Mike Doody who had submitted an apology.

Coventry and Warwickshire Chamber of Commerce – Dianne Williams replacing Louise Bennett who had apologised.

NHS Warwickshire (PCT) - Bryan Stoten
Voluntary and Community Sector - William Clemmey
Warwickshire Association of Local Councils (WALC) - Cllr Bill Lowe
Warwickshire Police Authority - Apology from Ian Francis

Other attendees

CWIC - Jacqui Aucott
CSWP Connexions – Steve Stewart
Jobcentre Plus – Jacqui Hatfield
NHS Warwickshire – John Linnane, Paul Jennings and Rachel Pearce
Warwickshire County Council – Councillor Peter Fowler
Warwickshire Police – Andy Parker, Deputy Chief Constable
Audit Commission – Gary Hammersley

Officers

Chief Executives:

Nuneaton and Bedworth Borough Council - Christine Kerr
Stratford on Avon District Council - Paul Lankester
Warwickshire County Council – Jim Graham

County Council Bill Basra, Partnership Delivery Manager
 Julie Batt, Senior Analyst
 David Carter, Strategic Director for Customers, Workforce and Governance
 Marion Davis, Strategic Director of Adult, Health and Families

Monica Fogarty, Assistant Chief Executive
Pete Keeley, Democratic Services
Dr Jackie Lawrence, Energy Manager

1.	<p>Apologies for Absence</p> <p>were received from Board Members:</p> <p>Ian Francis (Warwickshire Police Authority), Cllr Mike Doody (Warwick District Council), Councillor Craig Humphrey (rugby Borough Council), Louise Bennett, Chief Executive, Coventry and Warwickshire Chamber of Commerce and from Simon Warren (Chief Executive Rugby Borough Council)</p> <p>Councillor Alan Farnell advised the PSB that Kim Thorneywork had resigned from the Board due to the dissolution of the Learning and Skills Council in March 2010. The Board expressed their appreciation for her contribution.</p> <p>The Chair welcomed Gary Hammersley to the Board Meeting. Gary had taken over from Mary-Ann Bruce at the Audit Commission.</p>	
2.	<p>Minutes of Previous Meeting</p> <p>The Minutes of the meeting held on 25 November 2009 were agreed and signed as a correct record.</p>	
3.	<p>Sustainable Development and Construction</p> <p>The Chair welcomed Tim Pollard, Head of Sustainability at the Wolseley Centre, Leamington Spa who gave the PSB a presentation on Sustainable Development and Construction. A copy of the presentation is available on the LAA website with these papers.</p> <p>In response to questions, Tim advised that</p> <ul style="list-style-type: none">• There was no legal planning requirement relating to the sustainability of buildings imposed on the construction industry• Visitors to the Centre were often large companies who acknowledged the impact of sustainable construction on energy costs and profitability• There were many standards but it was not always obvious what needed to be done to achieve our aims. <p>The Board were reminded that the Climate Change and Environment Block had submitted a bid to enable the gathering of information including thermal imaging that was considered essential before work could be undertaken to reduce CO2 emissions. The bid had not been supported when the funds were allocated. It was agreed that consideration to this should be given under Item 7 of the Agenda in relation to the use of unallocated funds.</p>	

The Chair thanked Tim for his presentation.

4. Building Schools for the Future

Marion Davies, the County Council's Strategic Director of Children's Services, presented the report.

The Board discussed several aspects of the report including the

- The need for an holistic approach that deliver partnership and spatial priorities.
- Opportunity to join up services and improve access to services
- Need to engage all sectors of the local community to maximise the role of the school in the community

The Board:

- (1) Noted the contents of the report and the potential benefits which would result from entry into the BSF programme.
- (2) Endorsed the submission of the Readiness to Deliver assessment and Warwickshire's bid to enter the BSF programme in 2010 – 2011.
- (3) Nominated Christine Kerr, Chief Executive of Nuneaton and Bedworth Borough Council as their representative to serve on the BSF Project Board.

5. Economic Downturn-Report from the Public Service Board Advisory Forum

Following introductory comments from Steve Stewart the Board discussed several aspects of the report. The following points were noted during the discussion:

- The approach should incorporate simple and practical actions as in the Derbyshire example.
- The importance of communicating the Board's activities was stressed.
- The use of local suppliers and businesses should be encouraged wherever possible.

The Board :

- (1) Noted the information gathered by the January meeting of the Advisory Forum.
- (2) Noted 2009 activity as attached as Appendix 1 to the report and provided by the Economic Development and Enterprise Block.

- (3) Agreed that the Economic Development and Enterprise Block, through consultation with the Chair, sending a briefing note to Board members on the impact of 2009 initiatives and that a report be brought to the next meeting of the Board which outlines 2010 activities and medium term priorities to deliver the outcomes as outlined in section 3.1 of the report.
- (4) Noted that the next Advisory Forum meeting (24 March 2010) will seek to explore Sub-Regional developments to ensure that work within Warwickshire is co-ordinated and aligned, harnesses existing mechanisms and maximises the opportunities afforded by developments around Total Place.
- (5) That Heads of Communications Group be tasked with working with the Economic Development and Enterprise Block to ensure that an effective communications strategy is produced that is multi-agency, aligned to sub-regional developments and builds confidence in the Warwickshire economy.

6. Total Place Update

Jim Graham, Chief Executive, Warwickshire County Council updated the Board on the sub-regional Total Place pilot being delivered across Coventry, Warwickshire and Solihull

He outlined the wide range of issues relating to how key players and partners in an area should work together to deliver effective public services. He advised that a further report would be submitted to Central Government on 5 February and regular updates would be submitted to the Board.

7. Partnership Business Update

Monica Fogarty, the County Council's Assistant Chief Executive, presented the composite report addressing business issues relating to the Warwickshire Together Partnership to include Partnership Effectiveness, Peer Review, Learning to Deliver, Away day, Information Sharing, LPSA 2 Stage 2, Review and Refresh-GOWM, implementation of new governance arrangements and other business & financial items

The Board :

- (1) Noted developments in relation to Partnership Effectiveness and the Partnership Improvement Plan, Peer Review, Learning to Deliver Proposals and PSB Improvement and the need to reschedule the April 'Development Day' meeting of the Board.(Section 2 of the report)
- (2) Noted the recommendations of the LPSA 2 Sub-Group in relation to the allocation of reward grant in relation to LPSA 2 monies and requested that the Sub group reconvene to consider the allocation of unallocated

	<p>resources to those projects (unshaded) that were submitted to the September meeting of the Board and which did not progress to Stage 2 with a particular emphasis to be given to the Thermal Imaging bid.</p> <p>(3) Noted the 2009/10 Quarter 3 position and the projected 2009/10 outturn and make any comments as appropriate. (Section 4)</p> <p>(4) Noted issues highlighted within the LAA Mid Point Performance document and provide guidance on focusing on areas requiring remedial action.(Section 5)</p> <p>(5) Noted GOWM findings in relation to Review and update in respect of the Refresh process (Section 6)</p> <p>(6) Endorsed the partnership governance action plan to ensure that new arrangements for partnership governance take effect from 1st April 2010. (Section 7)</p>										
9.	<p>Any Other Business</p> <p>A discussion was held around a recent meeting of the Warwickshire Safer Communities Partnership. Concerns were expressed around the formal voting process and, although adherence to project procedure was not being questioned, it was acknowledged that the outcomes from voting at that meeting necessitated a re-examination of the processes underpinning that partnership</p>										
10.	<p>Future Meetings</p>										
	<p>The PSB noted that the next meeting scheduled for the 27 April (full day) would be re-arranged.</p> <p>The Board noted the times, venues and dates of the other meetings during 2010 as follows -</p> <table data-bbox="266 1360 1127 1472"> <tr> <td>21 June -10.00am</td> <td>-</td> <td>Council House, Atherstone</td> </tr> <tr> <td>20 September -10.00am</td> <td>-</td> <td>Council House, Atherstone</td> </tr> <tr> <td>23 November -10.00am</td> <td>-</td> <td>Saltisford, Warwick</td> </tr> </table>	21 June -10.00am	-	Council House, Atherstone	20 September -10.00am	-	Council House, Atherstone	23 November -10.00am	-	Saltisford, Warwick	
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The meeting finished at 4.15 p.m.

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Chair

Warwickshire Public Service Board-21st June 2010

Title: Shaping Destinies, Providing Leadership Through Partnership

1. Purpose

1.1 The purpose of this report is:

- To provide the Board with a summary of discussions and outcomes from the Board's Development and Improvement Day on the 26th May.
- To provide the Board with a set of recommendations to agree in order to significantly improve the Board's performance and strategic impact at the Local and Sub-Regional level.
- To inform the Board that these recommendations are based upon:- Findings/recommendations of the IDeA Peer Review, Public Service Board Advisory Forum event (Beyond Total Place in March 2010), and summary of discussions and conclusions from the Board's 26th May Improvement and Development Day.

2. Recommendations

2.1 That the Board notes the report.

2.2 That the Board agrees the following set of recommendations going forward.

1. Board Members to receive nominations and agree the Board's chair going forward.
2. Board Members to approve the following purpose of Warwickshire's Strategic Partnership, as introduced and discussed during the Development and Improvement Day:-

"To provide Strategic Leadership in order to align services so that we might move effectively, support economic stability, promote greater value for money and improve the experience of service users who will increasingly perceive services to be seamless and more responsive. The work of the Partnership will both support the Warwickshire Sustainable Communities Strategy's outcomes and commitments to Sub-Regional action to tackle key issues affecting Warwickshire Communities".

3. Board Members agree lean, fit for purpose commissioning and delivery mechanisms to ensure key priority areas have identified accountability, progress monitoring, risk management and ongoing evaluation of effectiveness of outcomes.

4. Board Members agree Roles and Responsibilities of membership.
 5. Board Members agree the Board's Core membership.
 6. Board Members agree to discourage wider attendance at Board meetings.
 7. Board Members to agree 3 or 4 Key Priority Areas as a work programme going forward with at least one priority area demonstrating the Board's commitment to Sub-Regional working. Board Members to agree Commissioning of Work Programme.
 8. Board Members identify how the Board will be supported by relevant Chief Officer, political leadership, Sub-Regional bodies and local bodies and partnerships.
 9. Board Members agree the strategic framework within which the Board will operate including performance monitoring and management of both leadership and impact upon Warwickshire citizens' quality of life.
 10. Board Members agree to the name 'Warwickshire Partnership' to replace the current Public Service Board title.
 11. Board Members agree to commit to a programme of Board Development to cover leadership, relationship management, programme direction, communicative / influencing, strategic thinking, analysis and use of evidence and financial awareness.
 12. Board agree a clear, simple vision of what success will look like for a high performing, effective strategic partnership.
- 2.3 That the Board agrees to review and move the actions and issues from the Development Day in it's early Autumn meeting, when the implications and impact of the current rapidly changing pace of the National Policy effecting the Partnership agenda should be more clear.

3. Background

- 3.1 The Warwickshire PSB Improvement and Development Day brought together representatives of all 11 of the organisations involved (although 5 were substituting for the more usual representatives) with the two lead members from the I&DeA Peer Review Team and Ian Bottrill, ContinYou Cymru, as facilitator. Simon Robson, WCC, was also present to observe and offer advice. The facilitators' summary report of the Day is provided in Appendix 1.

- 3.2 The first part of the Day included a very clear report from Cllr Jane Scott (Leader, Wiltshire Council) and Chris Williams (Chief Executive, Bucks CC) on the Peer Review. Attendees then had the opportunity to ask Jane and Chris questions on the report. The exchange was open, frank and productive in providing early consensus and resolutions to key users. A copy of the IDeA Peer Review Report is provided in Appendix 2.
- 3.3 The second part of the day was an opportunity for the PSB to consider the implications for the operation of the PSB in the future arising from the Peer Review and other important recent events, not least the election of a Coalition Government with new priorities and the financial difficulties that are facing all public sector bodies over the next few years.
- 3.4 This was a free-flowing event with so much valuable input that the actual content of the 'agenda' is much less relevant than the agreed outputs but for completeness the topics covered were:
- What needs to improve following the Peer Review?
 - What makes a good PSB member?
 - Influencing Style Audit
 - What do you need to do now?
 - Focusing in – your priorities
 - Vision and Action Planning.
- 3.5 Clear evidence provided by the Peer Review team showed that the PSB needed to improve if the PSB was to 'punch its weight' in having an impact at the Sub-Regional table and in shaping service delivery in the County. These necessary improvements included:
- Clarifying the purpose of the PSB
 - Operating at a more strategic level
 - Focusing on a few big issues
 - Improving relationships – personal and organisational
 - Streamlining working and eliminating duplication
 - Harnessing local community strategies
 - Overcoming silo working – within organisations and between blocks
 - Ensuring improved outcomes – deliver
 - Focusing on working together to make a difference

In discussion it was clear that the PSB accepted these comments in a very positive way and worked during the rest of the day to address them speedily, openly and maturely.

- 3.6 In terms of the purpose it was suggested that it was 'To provide strategic leadership in order to align services so that we might more effectively support economic stability, promote greater value for money and crucially to improve the experience of service users who will increasingly perceive services to be seamless and more responsive'. Other suggestions included improving the lives of Warwickshire people, improve outcomes,

and align with the Sustainable Communities Strategy themes of people, places and prosperity.

- 3.7 It was discussed that the structure to most effectively support delivering real impact and change through the Board's activity would need to be redesigned to be facilitate an open exchange of views, possibly by arranging meetings in a less formal style, with working groups of Board Members coming together to address issues then meeting more formally to agree ways forward, which will be much easier with developing trust in the process of delegation to 'officer groups' to carry out those decisions.
- 3.8 In conclusion it was agreed that that structure needs to "facilitate the leadership of the strategic alignment of objectives and resources between organisations in Warwickshire to achieve the agreed outcomes of the Sustainable Communities Strategy". Additionally it should be non-bureaucratic, have few but achievable priorities and focus on strategy not 'delivery' that could more effectively be left to task and finish groups informed by performance indicators (via the Observatory). It should also be capable of carrying out the residual functions from its original remit on Comprehensive Area Assessments and Local Area Agreements.
- 3.9 It was agreed that additional work is required to build upon progress made during the Day, and that further 'Development Days' and on-going support may be required to facilitate this. A professional skills development for Local Government Leaders is provided for the Board's consideration in Appendix 3. Such a model could be used to frame the Board's ongoing development.

4. Outcomes from the Development and Improvement Day

4.1 Drawing upon IdeA Peer Review feedback, Public Service Board Advisory Forum feedback from its event in March 2010 'Beyond Total Place' and discussions during the day key actions and issues identified to take the Board forward have been brought together under the following recommendations:-

1. Board Members receive nominations and agree the Board's chair going forward.
2. Board Members to approve the following purpose of Warwickshire's Strategic Partnership, as introduced during the Development and Improvement Day:-

"To provide Strategic Leadership in order to align services so that we might move effectively, support economic stability, promote greater value for money and improve the experience of service users who will increasingly perceive services to be seamless and more responsive. The work of the Partnership will support both the Warwickshire Sustainable Communities Strategy's outcomes

and commitments to Sub-Regional action to tackle key issues affecting Warwickshire Communities.

3. Board Members agree lean, fit for purpose commissioning and delivery mechanisms to ensure key priority areas have identified accountability, progress monitoring, risk management and ongoing evaluation of effectiveness of outcomes.
4. Board Members roles and responsibilities of membership.
5. Board Members agree the Board's Core membership.
6. Board Members agree to discourage wider attendance at Board meetings.
7. Board Members to agree 3 or 4 Key Priority Areas as a work programme going forward with at least one priority area demonstrating the Board's commitment to Sub-Regional working. Board Members to agree Commissioning of Work Programme.
8. Board Members identify how the Board will be supported by relevant Chief Officer, political leadership, Sub-Regional and local bodies and partnerships.
9. Board Members agree the strategic framework within which the Board will operate including performance, monitoring and management of both leadership and impact upon Warwickshire citizens' quality of life.
10. Board Members agree to the name 'Warwickshire Partnership' to replace the current title of Public Service Board.
11. Board Members agree to commit to a programme of Board Development to cover leadership, relationship management, programme direction, communicative / influencing, strategic thinking, analysis and use of evidence and financial awareness.
12. Board agree a clear, simple vision of what success will look like for a high performing, effective strategic partnership.

4.2 With the pace of introducing new policy directives, and the rationalisation of old ones which are likely to have a significant impact upon the Board's work, it may be considered prudent to await until early Autumn for the Board to review and move this list of recommendations. By this time current, emerging and early future implications and impact upon the Board's work will have become clear.

Simon Robson
Head of Partnerships
June 2010

Warwickshire PSB Improvement and Development Day

May 26th 2010 – Ricoh Arena, Community Space.

“The purpose of the PSB is to provide strategic leadership in order to align services so that we might more effectively support economic stability, promote greater value for money and crucially to improve the experience of service users who will increasingly perceive services to be seamless and more responsive.”

Participant agreement.

The Warwickshire PSB Improvement and Development Day brought together representatives of all 11 of the organisations involved (although 5 were substituting for the more usual representatives) with the two lead members from the I&DeA Peer Review Team and Ian Bottrill, ContinYou Cymru, as facilitator. Simon Robson, WCC, was also present to observe and offer advice.

This report focuses on the second part of the day. The first part was a very clear report from Cllr Jane Scott (Leader, Wiltshire Council) and Chris Williams (Chief Executive, Bucks CC) on the Peer Review. Attendees then had the opportunity to ask Jane and Chris questions on the report. The exchange was very open and frank and I believe the attendees found this very helpful although several had not been involved in the actual Peer Review due to a range of circumstances.

The second part of the day was an opportunity for the PSB to consider the implications for the operation of the PSB in the future arising from the Peer Review and other important recent events, not least the election of a Coalition Government with new priorities and the financial difficulties that are facing all public sector bodies over the next few years.

This was a very free-flowing event with so much valuable input that the actual content of the ‘agenda’ is much less relevant than the agreed outputs but for completeness the topics covered were:

- What needs to improve following the Peer Review?
- What makes a good PSB member?
- Influencing Style Audit
- What do you need to do now?
- Focusing in – your priorities
- Vision and Action Planning.

It should be recognised that the Peer Review was both not an ‘inspection’ and also not entirely negative – there were many positives to be drawn from the review and indeed Chris Williams has asked some of his officers to visit Warwickshire to learn from good practice in some areas. However there was clear evidence, as the Peer Review team saw it, of things that

needed to improve if the PSB was to 'punch its weight' in shaping service delivery in the county. These necessary improvements included:

- Clarifying the purpose of the PSB
- Operating at a more strategic level
- Focusing on a few big issues
- Improving relationships – personal and organisational
- Streamlining working and eliminating duplication
- Harnessing local community strategies
- Overcoming silo working – within organisations and between blocks
- Ensuring improved outcomes – deliver
- Focusing on working together to make a difference

In discussion it was clear that the PSB accepted these comments in a very positive way and worked during the rest of the day to address them speedily, openly and maturely. The outcomes reflect this positive approach.

Amongst the first issues addressed was whether or not the PSB retained its significance. It was felt that it did but probably needed some re-alignment. With CAA coming to an end and uncertainty as to the future of LAA the initial purpose of the PSB may be less fundamental, but the concept of 11 or 12 of the leading people from the county coming together to address big issues that need a collective approach and possibly collective financing still seemed very relevant, perhaps even more so given the financial challenges all were facing. It was also recognised that often, despite the difficulties identified by the Peer Review at a strategic level, there was a great deal of excellent joint working going on at ground level, particularly where this was a partnership of choice rather than a shotgun marriage. It was also generally acknowledged that most organisations have a number of organisational barriers to linking good work on the ground to strategic ownership – characterised as the 'Treacle Sandwich' – the bureaucracy in which things may grind to a halt. These barriers need to be identified and where possible removed. In addition it was felt that the 'identity' of the service provider was largely irrelevant, what mattered as the 'customer experience' and that could be best improved by strategic alignment of service priorities.

There was also some discussion about the name of the partnership. Although the PSB retains some 'rump functions' from CAA and LAA what was being discussed here went much further than that and another name might be more appropriate – the Warwickshire Partnership was suggested as an example. It was also and in contrast felt that the name was irrelevant, it didn't have to have a name (it was a concept) and the people of the county didn't really care who made decisions, or what they were called, they just cared that correct decisions were being made. "Identity irrelevant – strategic alignment crucial".

This financial imperative, coupled with a recognition of the need to reflect locally expressed needs, suggested that moving forward was both possible and desirable, particularly in the areas of shared services and shared property (co-location and co-delivery) with one-stop shops in Warwick being seen as a positive case in point. In addition it was noted that rural areas

and the role of Parish and Town Councils should be included in this with 'mobile one-stop shops' being a possible valuable contribution. All of this should be recognised not as a 'good thing' in itself, although it may well be that, but rather as an effective way of driving down bureaucratic and management costs so that scarce resources can be directed to 'the front line'. Later discussions refined the model of a partnership of choice expressed here.

Discussion moved to consider what the expectations of each other might be, the expectations it would be reasonable to have of all PSB members, thus addressing the issue of relationships and behaviours raised by the Peer Review, and possibly that of 'silo-working' as well. It was very clear indeed that 'openness' and no hidden agendas as vital – without this trust could not be developed and without trust there is no possibility of sustainable success in partnership working. It was noted that as Local Government re-organisation was clearly 'off the agenda' for the next five years that rumours about the stance on this of various organisations should both stop and if present be dealt with firmly. Amongst issues raised were the need to address parochialism (either of area of the county or of service responsibility) and ensure consistent attendance. Other characteristics seen as essential were that PSB members must have a clear mandate to take things forward without the need for regular 'reference back', that they should clearly communicate their position and that once a commitment is made it must not be 'gone back on' – this destroys trust quicker than anything else. Partners should act as critical friends rather than critics and take collective responsibility for decisions taken. Respecting the views of others must become common ground or relationships will not improve, and to assist that it would be helpful if there was a clear vision of what the PSB was trying to achieve. Again this was returned to later in the session. In order to ensure that the 'message' from the PSB was properly understood it was agreed that in general there should be few 'officer only' groups meeting and that possibly members of the PSB might take on a 'county-wide' remit, perhaps outside of their usual area of interest (either geographically or service). Finally, if trust is developed the it was felt it would be much easier to have speedier, possibly fewer, meetings with a much smaller core attendance because there would be trust that matters that were delegated would be carried forward for the common good.

There was some consideration of appropriate influencing strategies and how an organisation needs to adopt a range of these in different circumstances with differing audiences.

Discussions moved to consider what needs to be done now in order to move things forward as there was total agreement that there was work to be done and that this body, whatever it may be called, was best place to be the catalyst for that work to be done. Matters considered included who was to chair the meetings, who was to provide the secretariat and who was to be present. One model considered was to have a non-aligned independent chair and one professional officer in attendance and that otherwise it should just be the eleven board members present. There was tangentially some discussion of a twelfth board member – possibly from FE or HE – although there was no conclusion to this discussion. It was clearly agreed that there

was a need to ensure the partnership meetings focused on getting the maximum result from the collective resources that partners bring to the table and the structure must be geared to that end.

Pulling this together there were two themes emerging – the need to identify a clear purpose or ‘mission statement’ for the evolving PSB and the need to create a structure that could deliver on that statement.

In terms of the purpose it was suggested that it was ‘To provide strategic leadership in order to align services so that we might more effectively support economic stability, promote greater value for money and crucially to improve the experience of service users who will increasingly perceive services to be seamless and more responsive’. Other suggestions included improving the lives of Warwickshire people, improve outcomes, and align with the Sustainable Communities Strategy themes of people, places and prosperity (3Ps).

So the vision needs to embody leadership, prioritisation, direction and outcome focus. The structure that might most effectively support this would need to be redesigned to be facilitate an open exchange of views, possibly by arranging meetings in a less formal style, with working groups of Board Members coming together to address issues then meeting more formally to agree ways forward, which will be much easier with developing trust in the process of delegation to ‘officer groups’ to carry out those decisions.

In conclusion it was agreed that that structure needs to “facilitate the leadership of the strategic alignment of objectives and resources between organisations in Warwickshire to achieve the agreed outcomes of the Sustainable Communities Strategy”. Additionally it should be non-bureaucratic, have few but achievable priorities and focus on strategy not ‘delivery’ (that could more effectively be left to task and finance groups informed by PIs (via the Observatory). It should also be capable of carrying out the residual functions from its original remit on CAA and LAA.

Given the improvements that the Peer Review Team suggested need to be made (*clarifying the purpose of the PSB, operating at a more strategic level, focusing on a few big issues, improving personal and organisational relationships, streamlining working and eliminating duplication, harnessing local community strategies, overcoming silo working within organisations and between blocks, ensuring improved outcomes, and focusing on working together to make a difference*) it would seem that this new structure may well be ‘fit for purpose’.

It was agreed that additional work is required on much of this and that further ‘Development Days’ and on-going support may be required to facilitate this.

Conclusions / Summary

1. Changed circumstances and the Peer Review provide an opportunity to re-assess the purpose and structures of Warwickshire PSB.
2. Some things about the PSB need to improve if it is to 'punch its weight' in shaping service delivery in the county.
3. The PSB needs to realign itself to address issues that need a collective approach/finance
4. The excellent joint working going on at ground level should be celebrated and supported.
5. Organisational barriers to effective joint working need to be addressed.
6. The 'identity' of a service provider is less relevant than the 'customer experience'.
7. Customer experience could be best improved by strategic alignment of service priorities.
8. Co-location and co-delivery may be good starting points for effective action to drive down management costs.
9. An atmosphere of openness and trust is vital if the partnership is to be successful in its objectives .
10. Parochialism needs to be addressed to ensure 'buy-in' from all partners
11. Members of the PSB might take on a 'county-wide' remit, perhaps outside of their usual area of interest.
12. Further work on chairing, secretariat, attendance at and structure of meetings, officer only meetings, etc. will be required
13. The purpose of the PSB is to provide strategic leadership in order to align services so that we might more effectively support economic stability, promote greater value for money and crucially to improve the experience of service users who will increasingly perceive services to be seamless and more responsive.
14. The structure that supports this needs to facilitate the leadership of the strategic alignment of objectives and resources between organisations in Warwickshire to achieve the agreed outcomes of the Sustainable Communities Strategy.
15. Additional work is required on much of this and further 'Development Days' and on-going support may be required to facilitate this.

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May 2010



Public sector **peer review**

Warwickshire
March 2010

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Executive summary and key recommendations

Summary

There is some good partnership working in Warwickshire which is delivering positive outcomes for local people, and this is particularly evident at operational level. Across all partner organisations there is a willingness to improve and work together to make a difference for residents, and many people are working hard to bring this about.

Despite this, the multiplicity of partnership bodies operating in Warwickshire has resulted in layers of structural and process arrangements which are unwieldy and often default to a very local level of decision making instead of contributing to strategic delivery across the county. This local focus at district LSP level can appear to be in competition with, and threatened by county wide arrangements, and illustrates overall a lack of buy-in and ownership of the Public Service Board (PSB).

How the Warwickshire Public Service Board (PSB) partnership currently operates is best described as dysfunctional, with a number of serious issues that require urgent attention. Current working arrangements are hampering progress to achievement to the extent that the reputation of the partnership is suffering and this may in turn affect the reputation of the individual organisations within the PSB. Although there are achievements being made, this is coupled with a high level of dissatisfaction about partnership working and many participants struggle to describe the added value of the PSB.

There is a need to build relationships across organisations at senior level and to develop trust between partners. Relationships at operational level appear to be generally good and real efforts are made to ensure that progress is achieved. At senior level however, where there are relationships they are often fractured and awkward, but often relationships have not been forged in the first place.

The second key issue is the absence of connectivity between the various partnership structures and processes, which means that many activities are undertaken in isolation of, or in parallel to, each other. Many participants express frustration at the lack of linkages between the blocks and feel that more could be achieved by having a better understanding of what other blocks are delivering or planning to deliver, and to ensure that duplication is minimised. At a day to day level individuals have developed their own systems and approaches which in effect bypass formal partnership structures so that they can make progress and deliver outcomes on the ground

The third issue is the degree of bureaucracy surrounding the various partnership structures and processes, which appears to be extensive. Some of this is hereditary in that the original arrangements were established to deal with the Local Area Agreement and the formal performance reporting requirements involved to do this were detailed and procedural. The PSB as an entity has emerged from this approach, which is now out of date and does not service the needs of the partners, nor the public.

A number of significant partnership myths are in circulation which attempt to explain why progress is not being made. All partners have a responsibility to actively tackle these myths to ensure that these do not become a further barrier to improvement:

- *That the health sector is not engaged.* There is evidence of renewed efforts from health partners, particularly the PCT and this has been aided by the willingness of those new in post to deliver.

- *That the lack of progress is due to the county council's approach.* Whilst WCC is a significant player, everyone has a responsibility to work towards progress, and there is some evidence to suggest that some partners have stepped away from the partnership.
- *The forthcoming governance review and associated changes to structures will bring about improvement.* The real issue at stake is the commitment of partners, so changing structures will only have a limited impact unless behaviour changes.
- *A continued focus on process will bring about change.* Processes are extensive and have become self serving.
- *That progress would be achieved if partner x or y committed more funds.* The current and future financial settlements for the public sector are unlikely to yield more money, and greater progress will be made by adapting mainstream budgets
- *The 2 tier structure of local government in Warwickshire is a barrier to improvement.* The current arrangements are unlikely to be changed for at least the next 4-5 years, so real efforts should be made to deliver on outcomes rather than wait for a structural solution which may be if at all is years away. The challenge is to make the current arrangements work better.

Although the findings from the governance review are due to be implemented in April 2010, there are concerns that this will not address the real issues about complex processes and structures and negative behaviours. A fresh approach to leadership by partners and their officers is urgently required, alongside a commitment from partners to build new relationships and gain a much better understanding of the each others' agendas. This includes some exploration of the performance regimes that partners work to on an individual organisational basis and developing understanding of what is and what is not possible.

Real progress will only be made if common interests are shared and explored. This means that everyone needs to become involved together in leadership development at the highest levels, and starts to think differently about not what they can take from the partnership, but where they can add value to the arrangements and impact, and begin to think about partnership working as being about Warwickshire as a whole.

Key recommendations

The recommendations of the peer-review team are set out under the four main themes given in the feedback presentation on 5th March, as follows:

Leadership

1. Develop a simple and clear focus on outcomes for the people of Warwickshire
2. Work to deliver 2 or 3 major priorities at any one time, for example Narrowing the Gap, preparing for the increasing aged population, and the economic recession
3. Explore opportunities to improve dialogue and develop an open and honest culture
4. In order to improve effectiveness and impact, explore and articulate how the range of partnership bodies can be held to account for their performance
5. Take steps to understand and respect each others' businesses including operating contexts and different performance regimes
6. Work together to develop a strong collaborative leadership style
7. Invest in leadership development across the partnership with a specific emphasis on facilitated relationship development between the county council and health, and the county council and district/borough councils. This should be agreed as compulsory for everyone at senior/Board level
8. More time needs to be dedicated to improving relationships

Working at local and sub-regional levels

9. Build on the established local community forums to improve public confidence in public services
10. Improve linkages between forums, local strategic partnerships and the Public Service Board
11. Further develop the Warwickshire partnership to maximise the opportunities for sub-regional working

Communicating and celebrating success

12. Celebrate success and share good practice already in existence across the area, and identify key successes achieved through membership of PSB
13. Develop a clear model for effective communication between all partners and the community
14. Develop the role of PSB members to enable them to be ambassadors for partnership working

Improved officer support for partnership working

15. Public sector Chief Officers need to meet on a regular basis to:
 - Ensure continuous dialogue
 - Take an overview of the partnership programme
 - Remove barriers and ensure linkages are made
 - Take responsibility
16. Develop a policy support group to ensure a shared agenda and programme is delivered
17. Ensure that agendas:
 - Reflect all partners' interests
 - Are more focused
 - Are available well in advance

Report

Background

18. The Warwickshire Public Service Board invited IDeA to undertake the cross sector peer review in order to gain an external view of its progress against the PSB's Improvement Plan agreed by partners in October 2009.
19. A peer review is designed to help assess current achievements and capacity to change. The peer review is not an inspection. Instead it offers a supportive approach, undertaken by friends – albeit 'critical friends'. It aims to help identify its current strengths, as much as what needs to improve.
20. The basis for this review is the partnership's own bespoke improvement plan. The headline themes are:
 - What works well?
 - Delivering improved outcomes
 - Political and managerial leadership
 - Community engagement and communication
 - Governance and risk management
 - Financial and resource management
21. The members of the peer review team were:
 - Chris Williams, Chief Executive, Buckinghamshire County Council
 - Jane Scott, Leader, Wiltshire Council
 - Ross Henley, Leader, Taunton Deane Council
 - Stephen Harrison, Chair, NHS North Somerset
 - Gill Galliano, Chief Executive, NHS Lewisham
 - Alan Goodrum, Chief Executive, Chiltern District Council
 - Gerry Broadbent, Chief Superintendent, West Yorkshire Police
 - Judith Hurcombe, Review Manager, IDeA
22. The team was onsite from 1st to 5th March 2010. The programme for the onsite phase included activities designed to enable members of the team to meet and talk to a range of partnership stakeholders across Warwickshire. These activities included:
 - Interviews, discussions and workshops with councillors, officers and partners from the 6 councils, health, police and voluntary sectors, as well as other stakeholders
 - Focus groups with participating managers from across the PSB block and theme groups
 - Observation of local forums and informal discussions with local residents
 - Reading documents provided by the partnership
23. A questionnaire was sent to partners for their views about partnership working in Warwickshire, and the results from this were collated by the Warwickshire Observatory and shared with the review team ahead of the onsite phase. The results from this survey are reflected, alongside evidence collected onsite, in this report.

24. A wide range of officers were involved in making arrangements for the peer review and supporting the team onsite, including from the district/borough councils and partner organisations. In particular we would like to give thanks to Nicole North and Dale Sparrow from Warwickshire County Council.
25. Our feedback to partners on the last day of the review gave an overview of the key messages. This report builds on the initial findings and gives a detailed account of the review. It includes a wide range of comments provided by people involved in partnership working in Warwickshire, and these views have been made anonymous. The report is structured around the areas of the partnership benchmark listed above.

Context

26. Warwickshire is a predominantly rural county based at the south east of the West Midlands region. The major towns are Leamington Spa, Warwick, Stratford-on-Avon, Rugby and Nuneaton. Warwickshire is perceived to a relatively affluent county with good quality of life and environment for its 522,000 residents.
27. The county's population is anticipated to grow faster than the national average over the next five years, including a two percent rise in the number of young people and a high rate of increase in the numbers of older people. Deprivation is low overall although there are pockets of deprivation in the north of the county. The majority of residents are from white British groups, and there are growing numbers of residents from minority ethnic groups including Indian, Black and Chinese populations.
28. Warwickshire Public Service Board first met in April 2007 and it fulfils the role of the county-wide local strategic partnership. The remit of the PSB is:

“Warwickshire Public Service Board aims to make a real and lasting improvement to the well being of people in the county by joining together to improve public services across Warwickshire. It brings together key partner agencies within Warwickshire to collectively take decisions within applicable legal parameters which make a positive difference to Warwickshire residents.”

29. The PSB is chaired by Cllr Alan Farnell, Leader of Warwickshire County Council. It's membership currently comprises:

- Councillor Alan Farnell, Warwickshire County Council
- Councillor Michael Doody, Warwick District Council
- Councillor Marcus Jones, Nuneaton & Bedworth Borough Council
- Councillor Colin Hayfield, North Warwickshire Borough Council
- Councillor Craig Humphrey, Rugby Borough Council
- Councillor Les Topham, Stratford on Avon District Council
- William Clemmey, Coventry and Warwickshire Infrastructure Consortium (CWIC)
- Louise Bennett, Chief Executive, Coventry and Warwickshire Chamber of Commerce
- Ian Francis, Chair, Warwickshire Police Authority
- Kim Thorneywork, Chief Executive, Coventry and Warwickshire Learning & Skills Council
- Bryan Stoten, Chair, Warwickshire Primary Care Trust
- Councillor Vaughan Owen, Warwickshire and West Midlands Association of Local Councils (WALC)

30. A Sustainable Community Strategy was agreed by partners during 2009, which has a vision based on three broad themes of People, Places and Prosperity. There are 6 theme groups (often referred to as "blocks") operating in Warwickshire for:
- Children and young people
 - Safer communities
 - Stronger communities
 - Healthier communities and older people
 - Economic development and enterprise
 - Climate change and environment
31. The One Place public sector inspectorate report in December 2009 reported a "red flag" for Warwickshire, stating that an area of action is "ensuring all organisations improve the success and well-being of the people of Warwickshire".

What's working well?

- Good partnership working “despite the system”
- Strong themes e.g., economic development, community safety
- Partnership working with the Police delivers good outcomes
- Many examples of good partnership working involving health, including Putting People First, Prevention Strategy and Supporting People
- Community Forums seen as very positive
- Work of the Observatory is highly regarded
- Good partnership working at sub regional level

32. There is strong evidence that partnership working does take place at an operational level and there are a number of examples which support this, including the ten Warwickshire Direct one stop shops and one kiosk operating around across the area, which reflect combined service delivery.
33. Within the partnership arrangement there are clearly identifiable themes that individual organisations are able to identify with and work together with others, for example in the community safety, and health and older people theme blocks.
34. Consistently through the review the police were identified as a strong partner, constructive and easy to work with and recognised as delivering visible results, which are recognised by the public.
35. Health working is regarded as improving by many stakeholders, including the visible efforts that health partners have made to work with others over the last 12 months. This is noticed at project level and is welcomed.
36. The development of local community forums is widely regarded as a positive way to communicate and engage with the public, and demonstrates that public services can work together for the benefit of local people. At the forums we witnessed there was a good turnout of both members of the public and organisational representatives, and the opportunity to engage was welcomed by local residents.
37. The work of the Warwickshire Observatory in providing independent data and analysis of demographic and performance information is well regarded, and its work appears to be used by all partners to aid evidence-based decision making.
38. At sub regional level with Solihull and Coventry councils, partnership working is developing and improving, with all Warwickshire's public agencies.

Delivering improved outcomes

Strengths

- Outcomes are being achieved e.g., one stop shops, domestic violence, local forums, Camp Hill Centre, Family Intervention Service
- At operational level people are working hard and delivering

Areas for consideration

- Clarify and agree the purpose of PSB
- Operate at a more strategic level
- Focus on the big issues
- Improve relationships – personal and organisational
- Streamline working and eliminate duplication
- Harness local community strategies
- Overcome silo working – within organisations and within blocks
- Ensure improved outcomes – deliver
- Focus on working together to make a difference
- Focus on outcomes rather than processes

39. Good outcomes are being delivered across Warwickshire as a result of partnership working. For example:

- Crime statistics show improvement in road safety and drug treatment targets.
- Collaboration in Stratford between the district council, the Youth Service and the Police on an inter-generational project has reduced the number of recorded anti-social behaviour issues by 25%.
- Pride in Camp Hill is a regeneration project in Nuneaton to transform the area and make it a better place to live.
- Town centre working in Leamington Spa
- Single points of access (one stop shops) across Warwickshire
- Increased joint scrutiny work.

40. On a day to day basis there is significant officer commitment and hard work which is contributing to outcomes, e.g., there are local authority representatives on all PCT and WCC initiative groups, around 36 in total.

41. The overall message from officers across the organisations is that good partnership working takes place despite the system and structures in place, and that achievements are made because at individual and collective levels people have worked out ways of bypassing formalities, including PSB, in order to get things done. One partner described its work as largely being undertaken through a series of bi-lateral

arrangements with other partners, rather than through the PSB, which in turn results in a patchy service being delivered to service users. Accordingly the reputation of the partnership as a whole is not regarded as good by those delivering and managing services.

42. Despite outcomes being achieved at local level, it is difficult see which of these are directly attributable to partnership working through PSB, and which would have happened anyway through existing local agreements and arrangements. Throughout the course of the review participants struggled to identify the purpose of PSB, to the extent that it does not appear to be favourably regarded by either those individuals on it, nor more broadly by those involved in supporting it, with a number of people describing it as “a talking shop”. This is reflected in concerns about its added value to service delivery, the pace of decision making and an absence of quick wins that would allow participants and their organisations to identify some added value of their participation and involvement.
43. A greater focus is needed on the significant issues affecting the area that will only be achieved through cross sector working. This means that rather than trying to achieve a whole range of issues at once, efforts instead should be concentrated on tackling two to three priority areas each year.
44. Although there is evidence of some good personal relationships, there is considerable room for improvement. At some levels, particularly between membership of PSB, relationships are undeveloped and in need of attention, as although agreement and decisions appear to be made at meetings, this is not always followed through with action. Addressing this will be vital if trust and mutual understanding is to develop.
45. Not enough activity is ongoing to deliver the Narrowing the Gaps activity, specifically tackling issues of deprivation and inequality. Some partners express frustration feeling that there are promises but no action and there are concerns that there is no universal sign up to the principles in this headline objective, which will put delivery and achievement at risk.
46. The PSB improvement plan does not appear to be owned by participants, nor is regarded as a priority by them, and it is not being used to drive improved performance on outcomes. There is wide acknowledgement of slippage against the improvement plan and a failure to follow through on targets.
47. Silo working is evident at a number of levels, partnership working is needed within organisations as well as externally with others. People fall back on their own targets and silo working.
48. Projects on tackling the recession are felt by some partners as not monitored properly and therefore the outcomes were not captured or shared effectively. Although there are some groupings set up across the PSB on the recession and there are some initiatives in place e.g., the Say it Loud Forum on inward investments, and work on apprenticeships, the overall feeling is that “we could do a lot more”

Political and managerial leadership

Strengths

- CAA report broadly accepted
- PSB Chair committed to deliver services to local people
- Advisory Forum and Blocks are more energised
- New officer appointments in health have led to improvement
- Third sector are engaged and feel valued

Areas for consideration

PSB is dysfunctional. It needs to provide:

- An agreed vision for Warwickshire
- Strategic leadership
- A clear focus on outcomes
- Political commitment
- Changed attitudes and behaviours
- Increased pace

PSB lacks visibility and a positive profile. Must:

- Communicate better
- Ensure feedback to and from each organisation

PSB needs to build better relationships to move on:

- Some baggage and behaviour issues
- Tensions between county and districts, and between health and other partners
- People blame the 2 tier structure

49. The acceptance of the CAA red flag appears to be fairly widespread, although there are concerns that this acceptance is not universal and that some individuals need to move on from focussing on the wording of the report and make progress on addressing the issues it raised. We heard some people comment that they thought the assessment could have been harder about performance and impact of public sector working overall, and that the red flag is significant to partnership working at a broader level than health.

50. The role and leadership of the Chair of PSB in encouraging progress and decision making is welcomed and widely recognised by partners.

51. There is increased visibility of health partners and an overall feeling that they are becoming more engaged and active in joint working, for example on disability and mental health issues. The new appointments of PCT Chief Executive and the Joint Director of Public Health are recognised as instrumental in this improvement.
52. The PSB Advisory Forum and working in the blocks are more energised than the PSB. Some of this is due to attempts to make the Advisory Forum meetings engaging and interesting for participants, and observers suggest that they recognise commitment and enthusiasm at Forum meetings. Some however felt that the label "blocks" was unhelpful symbolism.
53. One observer suggested that the PSB meetings and participants need to "lighten up" in order to make the meetings more interesting and worth attending. Another observer suggested that it didn't matter whether or not they attended the Board meetings, as nothing seemed to change as a result of their presence or absence; others speak of PSB members' non attendance and apathy.
54. The third sector is engaged with the overall agenda and partners recognise good representation on behalf of the sector. However capacity can be an issue, and overall the sector needs to be valued more by the partnership, and ensuring better feedback to lower levels in voluntary sector is an issue for ongoing improvement.
55. Although there is an overall community strategy in place for the county, agreed during 2009, the degree of buy in to this appears to be limited, and most people appear to identify more with the district community strategies than the high level overarching vision. Some of this may be due to participants feeling that the vision is top-down and has been imposed from above, others state there is a lack of clarity about what the vision is for Warwickshire. A number of participants question the political buy-in to the principle of PSB and what it is intended to achieve. Others recognise that there is a vision in place and that on an individual basis people say the right things, but it is hard to see tangible results following from this, and there is frustration that the pace of achievement is too slow and that an area for improvement would be agreements between partners to speed up activity
56. The focus of activity at PSB level is characterised by a focus on short instead of long term objectives. There is a lack of leadership from PSB about driving the vision, as it is clear that people operating within the blocks and themes expect but do not yet receive, clear instruction and commitment from PSB in order to make things happen. At operational level commentators observe there are clear divisions between district council priorities and county wide priorities, and feel that this is because everyone has not pulled together to deliver at PSB level, which results in a lack of a county wide perspective that is hampering progress.
57. There is also a need to better understand the interconnectivity of issues across the public agencies, e.g., linkages between alcohol, domestic violence and educational attainment although there are some good links at operational levels.
58. Whilst there is a positive attitude overall to partnership working there are mixed levels of commitment and understanding. Better communication is needed throughout to encourage more dialogue and closer working together. This includes developing a strategic coordinating mechanism which would enable feedback to and from each organisation, led by the appropriate chief officers. In order to make this work it will require sustained and continued effort from all participants.
59. The predisposition between key players appears to be not to trust each other and there is often a feeling of hidden agendas, and relationships overall are mixed. Some

partners feel they work very well with others, in contrast to other descriptions of divisive relationships and political point scoring at PSB level. Historically some relationships have been perceived to be quite tense and a future challenge will be to get people to feel engaged in all the issues affecting Warwickshire, over and above what happens in each individual district.

60. Although district LSPs appear to be the main areas of activity, there are also concerns that they appear to be operating at different speeds and do not always follow through with initiatives, for example in ensuring equality impact assessments take place across relevant projects. Better communication is needed at all levels, especially between WCC and the districts, sometimes the relationship is described as paternalistic.
61. Perhaps inevitably executive members are perceived to place greater priority on their own issues and responsibilities rather than focusing on the sustainable community strategy priorities, and personal relationships and trust are felt to be better developed at LSP level. The degree of this concentration on district issues appears to vary between the districts although there are views that at least one district has taken a stance of "home rule" rather than genuine participation at strategic level. This means that some opportunities are being missed, for example in a collective view about how to address the recession. There are significant issues facing Warwickshire that will only be tackled through partnership working both within the county boundary and more broadly at sub regional level, e.g., some crime is committed by offenders who live outside of Warwickshire but travel across the border from Coventry and Solihull.
62. Political acceptance is needed about the need to address some of the big challenges facing the area and for people to start to work together to understand and lead on these challenges. Elected members should play a strong role in the work of all partnership bodies such as the PSB and LSP's, to build a better reputation for partnership working as a whole.

Community engagement and communication

Strengths

- Community forums are a good vehicle for encouraging partnership working at local level
- Strong police neighbourhood focus and accountability
- Good examples of joined up services in certain locations e.g., co-location at Rugby

Areas for consideration

- Third sector need consistent engagement and communication to maximise their contribution to the partnership
- Engage the wider health partners e.g., hospitals, GP's
- External communication and engagement to cover hard to reach groups
- Promote success and good news

63. There are 30 community forums established across the county and they are widely acknowledged to be working well at operational level, often providing a good focus for problem solving, as well as more broadly engaging with local residents. Some observers feel that better use can be made of the existing forums to gain information of local need and issues.

64. There is a strong core of county, district and police officers working at local level. In particular the police are well regarded, described by one stakeholder as "tremendous" to work with, and some of this is due to the level of empowerment devolved to officers at local level

65. Officers like the partnership website and there are genuine efforts to make information accessible, for example, the Children's and Young Persons' Plan has an electronic version which is open to the public, who can track progress.

66. There is demand for greater input from health partners as many stakeholders recognise that they cannot deliver individual or collective objectives without them. However, there has been over reliance on the PCT to provide the main health input into the partnership. The responsibility to engage on health matters falls more widely than simply with the PCT and further consideration should be given to involving other health partners, such as GP's, mental health and hospital and ambulance trusts.

67. PCT absence at strategic level can cause frustration of other partners, although there is recognition of good engagement at LSP level for projects. Greater visibility from the broader health partners at community forum level would add value to the meetings and reduce over reliance on one's partner's capacity to provide all the health input into projects.

68. There is good working between staff across partner organisations on community and voluntary sector development, for example there are moves towards a standard grant application form to be used by all partners in Warwickshire. However earlier engagement with the third sector is needed, particularly notification of issues and events so that they can mobilise.

69. The external profile of the PSB and what it has achieved is low. There is recognition that engagement with hard to reach groups needs to be improved and then information collectively shared in order to influence service delivery. Communications across the partnership lacks coherence. Better sharing of information relating to different services delivered between partners is needed, and this applies to information about issues as well as success stories and achievements.

Governance and risk management

Areas for consideration

- PSB partnership agenda management
- Too much focus on process and not enough on outcomes
- Dislocation between PSB priorities and LSP's
- PSB used for information sharing, not driving a shared agenda
- Too many groups and partnerships
- No follow up actions from PSB
- Wrong people on PSB

70. The agenda management aspects of PSB need further attention, as participants describe current arrangements as often having late agenda papers, and little or no apparent briefing for board participants. Not everyone seems to be aware of the process for submitting papers to the Board and there are also concerns that reports are tabled at meetings or submitted at short notice, resulting in reduced opportunities for internal discussions and officer input. In turn this is a contributory factor to the lack of debate about key issues or about general agreement which is not then acted upon. This affects the willingness and confidence of Board members to make decisions.
71. PSB agendas and meetings are described as "dull", and there is a lack of enthusiasm overall about attendance. Some participants suggest the agendas are too heavily influenced by county council officers. PSB meetings are widely seen as an opportunity to share information between partners rather than acting as a strategic key decision making body. The meetings are not regarded as a good experience for junior officers to make presentations to, or attend.
72. Some participants have concerns that PSB meetings concentrate too much on operational detail and not enough attention or efforts are made about achieving high level cross cutting working. This is reflected for example in lengthy and wordy reports submitted for either decision or information, but also in the perception of officers who feel that PSB should take more time to debate issues and be prepared to challenge each other. There is widespread frustration that no one follows through with decisions, and there appears to be an expectation that partners will go away and deal with issues, but "nothing seems to happen."
73. There is some anxiety about the implementation of the governance review and that there is over reliance on depending on this to bring about significant change in how people work together, rather than focussing on improving leadership and changing behaviours, described by one commentator as "we need strong leadership, not tinkering with governance or structures". There are also concerns from those involved at thematic level, particularly from those involved in climate change that have concerns that the subject matter of the block has not been understood. The profile of climate change and environmental issues appears to be low relative to some of the other themes, and this is recognised by others outside of the block. There are concerns from those within the blocks that these issues will be lost if the move from 6 to 4 themes is implemented as part of the governance review.

74. There are also broader concerns about the filtering out of information and impact of issues and proposals, due to the multi layered approach of the decision making structures.
75. Linkages do not appear to be explored or exploited between the county wide Sustainable Community strategy and the district local strategic partnerships and local working, resulting in little apparent connection between these layers described as “a disconnected hierarchy”. This means that there are a whole range of views on priorities and no community inputs into the SCS. No linkages are apparent between the local LSPs and the PSB, and if linkages are made, they do not appear to be transparent or widely known about.
76. The overall approach to decision making at PSB is described by participants in deflated terms, as despite building agreement through working in the blocks, PSB is very process orientated and there is no debate or challenge on the issues involved. The lack of trust between partners at headline level results in a limited amount of challenge except of the county council’s performance.
77. That there is too much focus on process is a concern widely voiced by partners who describe processes as long winded. The volume and range of groups and partnerships is another impediment to progress which results in too much time and effort spent in servicing meetings and structures. There are too many partnership meetings to the extent that some participants feel that groups are created for their own sake and this results in duplication of debate and the officer time, as well as an opportunity cost of attending these meetings. Simplification of process would enable more time to be spent in delivering outcomes for local people.
78. Greater input of Board members and their chief officers is needed in planning the meeting agendas, in order to enable them to develop ownership of the business of the meetings, and to take some responsibility for the introduction of follow up actions, so that progress can be monitored.
79. Consideration should be given to whether the right people are on the Board, i.e., those empowered and able to make decisions at the meetings, and whether it is clear to those involved what the role of PSB is actually for. “It needs to be leaner, smarter and not just about money”. Others share concerns about the overly cautious approach and that board members want to take things away for discussion rather than make decisions.

Financial and resource capacity

Strengths

- The work of the Observatory is valued by partners

Areas for consideration

- All partners need to understand their responsibilities to contribute to the effectiveness of the partnership, whether in money or resources
 - Partners should be transparent about their financial challenges to encourage mutual understanding of individual pressures
80. The Observatory facility is widely used, and highly regarded as providing quality information. There are other good examples of the pooling of resources, e.g., joint funded posts on drug and alcohol action, shared data analysts, partnership funded PCOS posts and payroll services.
81. The partnership should consider the introduction of regular discussions about finances and resources into partnership working, particularly where there is not any new money being made available. Although there appears to be commitment for partners to work together, this is not reflected in a widespread pooling of resources. This is important if agreed priorities are to be delivered, as there are some concerns from participants that the PSB funds projects that are not agreed priorities.
82. In the current and future financial climate funding discussions are likely to be more difficult and will need to focus on bending existing mainstream budgets in order to support collective delivery. This could mean people working differently, or sharing of resources, such as facilities in a more imaginative and open way. Effective partnership working is not just about shifting money – it requires different attitudes and behaviours.
83. More dialogue about the individual pressures and drivers facing each partner organisation is needed, so that there is more understanding between partners. Some partners face more financial difficulties than others, and this in turn limits capacity to engage or deliver. Added to this are different expectations of central government departments about the performance of each individual partner, and some partners are subject to micro management. This results in some partners feeling that their pressures are not understood, and others feeling that they are not prepared to participate or contribute to partnership working, or that there is an aggressive stance being taken over funding.
84. LPSA reward grant monies of £10m were allocated to the PSB but some partners question the outcomes achieved with this funding. The distribution of LPSA funding to the LSP's on a broadly equal basis (although a higher allocation was made to Nuneaton and Bedworth), has also raised concerns about whether this is a mature enough approach to address local needs, because deprivation is not evenly distributed across the whole Warwickshire area. Achievement through the Narrowing the Gaps programme will require moving away from an "equitable" resource allocation to a needs-based approach. The police have moved resources around to target disadvantaged areas and this approach could be more widely explored at strategic level.
85. A fundamental issue is to clarify what partnership working means as it appears to be subject to a wide degree of variation across Warwickshire. At its best it is reflected in

service delivery recognised by local people, for example the way that public services worked together during the heavy winter snowfall is regarded as excellent. At its worst it is reflected in resistance to change, slow delivery and difficult relationships. The need for progress is widely recognised and will be heavily dependent on changed attitudes and behaviours, aptly described by one chief executive as the “need to increase the willingness of all partners (my own councillors included) to redirect resources to deliver cross cutting aims”.

Contact details

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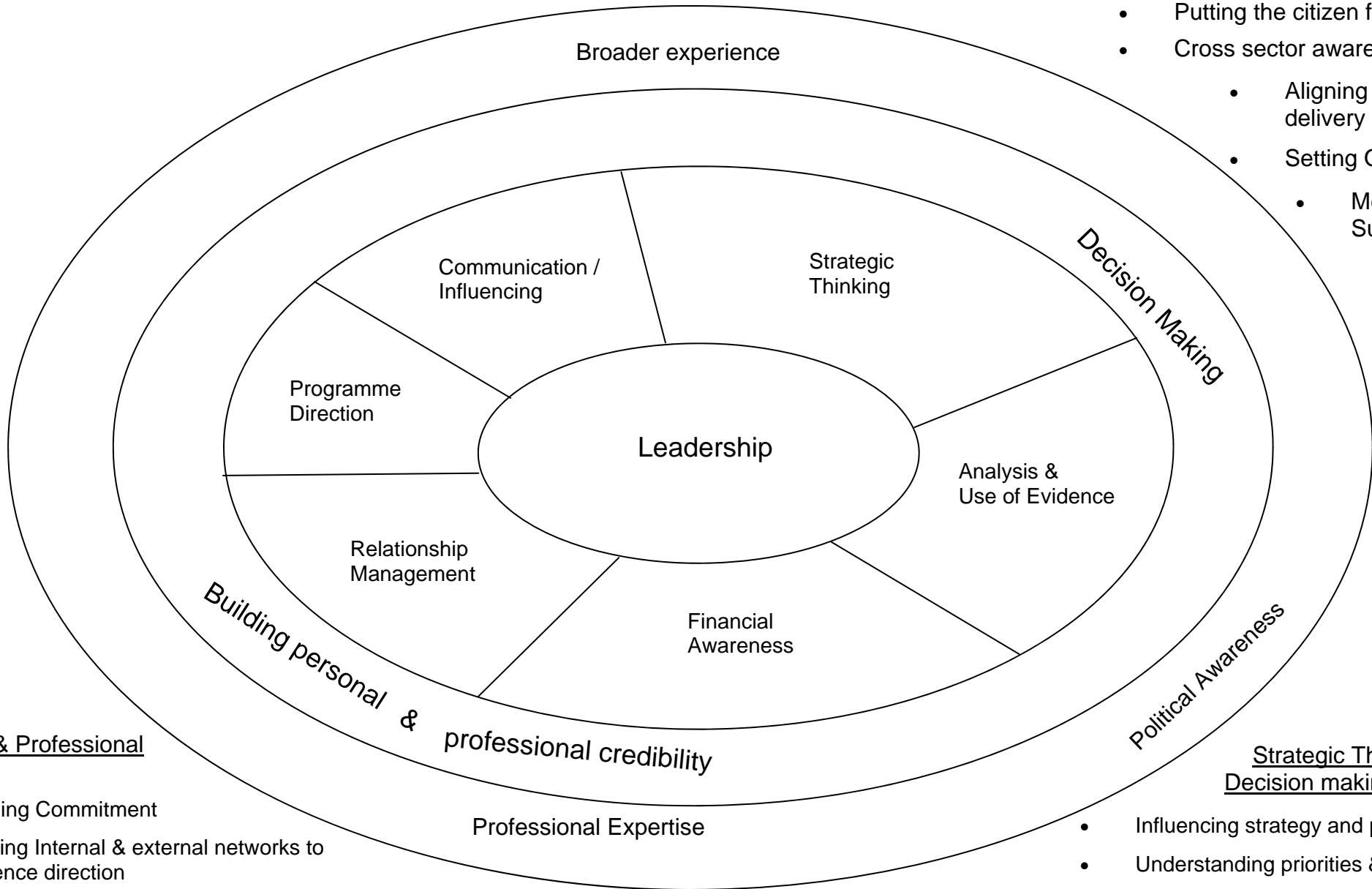
For more information on peer reviews or the work of the Improvement and Development Agency, please see our website www.idea.gov.uk or telephone 020 7296 6600.

If you would like to receive this report in large print, Braille or another format, please e-mail matthew.vincent@idea.gov.uk.

Professional Skills Development for Local Government Leaders

Comms

- Putting the citizen first
- Cross sector awareness
 - Aligning policy and delivery
 - Setting Objectives
 - Measuring Success



Personal & Professional Credibility

- Winning Commitment
- Building Internal & external networks to influence direction
- Acting as a change agent
- Knowing the business
- Demonstrating commitment

Strategic Thinking and Decision making

- Influencing strategy and policies
- Understanding priorities & constraints
- Recognising key strategic & political drivers
- Partnership working

The Coalition: our programme for government



Freedom

Fairness

Responsibility

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FOREWORD

By David Cameron and Nick Clegg

This is an historic document in British politics: the first time in over half a century two parties have come together to put forward a programme for partnership government.

As our parties have worked together it has become increasingly clear to us that, although there are differences, there is also common ground. We share a conviction that the days of big government are over; that centralisation and top-down control have proved a failure. We believe that the time has come to disperse power more widely in Britain today; to recognise that we will only make progress if we help people to come together to make life better. In short, it is our ambition to distribute power and opportunity to people rather than hoarding authority within government. That way, we can build the free, fair and responsible society we want to see.

We are agreed that the first duty of government is to safeguard our national security and support our troops in Afghanistan and elsewhere – and we will fulfil that duty. We are also agreed that the most urgent task facing this coalition is to tackle our record debts, because without sound finances, none of our ambitions will be deliverable. Difficult decisions will have to be taken in the months and years ahead, but we will ensure that fairness is at the heart of those decisions so that all those most in need are protected. Working together, we are confident that we can take the country through difficult times to better days ahead.

Tackling the deficit is essential, but it is not what we came into politics to achieve. We stood for Parliament – and for the leadership of our parties – with visions of a Britain better in every way. And we have found in this coalition that our visions are not compromised by working together; they are strengthened and enhanced. That is why this coalition has the potential for era-changing, convention-challenging, radical reform.

For example, we both want to build a new economy from the rubble of the old. We will support sustainable growth and enterprise, balanced across all regions and all industries, and promote the green industries that are so essential for our future. This document shows how, with radical plans to reform our broken banking system and new incentives for green growth.

We both want a Britain where social mobility is unlocked; where everyone, regardless of background, has the chance to rise as high as their talents and ambition allow them. To pave the way, we have both agreed to sweeping reform of welfare, taxes and, most of all, our schools – with a breaking open of the state monopoly and extra money following the poorest pupils so that they, at last, get to go to the best schools, not the worst.

We both want a Britain where our political system is looked at with admiration, not anger. We have a shared ambition to clean up Westminster and a determination to oversee a radical redistribution of power away from Westminster and Whitehall to councils, communities and homes across the nation. Wherever possible, we want people to call the shots over the decisions that affect their lives.

And we are both committed to turning old thinking on its head and developing new approaches to government. For years, politicians could argue that because they held all the information, they needed more power. But today, technological innovation has – with astonishing speed – developed the opportunity to spread information and decentralise power in a way we have never seen before. So we will extend transparency to every area of public life. Similarly, there has been the assumption that central government can only change people's behaviour through rules and regulations. Our government will be a much smarter one, shunning the bureaucratic levers of the past and finding

intelligent ways to encourage, support and enable people to make better choices for themselves.

In every part of this agreement, we have gone further than simply adopting those policies where we previously overlapped. We have found that a combination of our parties' best ideas and attitudes has produced a programme for government that is more radical and comprehensive than our individual manifestos.

For example, when you take Conservative plans to strengthen families and encourage social responsibility, and add to them the Liberal Democrat passion for protecting our civil liberties and stopping the relentless incursion of the state into the lives of individuals, you create a Big Society matched by big citizens. This offers the potential to completely recast the relationship between people and the state: citizens empowered; individual opportunity extended; communities coming together to make lives better. We believe that the combination of our ideas will help us to create a much stronger society: one where those who can, do; and those who cannot, we always help.

And in the crucial area of public service reform, we have found that Liberal Democrat and Conservative ideas are stronger combined. For example, in the NHS, take Conservative thinking on markets, choice and competition and add to it the Liberal Democrat belief in advancing democracy at a much more local level, and you have a united vision for the NHS that is truly radical: GPs with authority over commissioning; patients with much more control; elections for your local NHS health board. Together, our ideas will bring an emphatic end to the bureaucracy, top-down control and centralisation that has so diminished our NHS.

Three weeks ago we could never have predicted the publication of this document. After the election, of course, there was the option of minority government – but we were uninspired by it. Instead, there was the option of a coalition in the national interest – and we seized it. When we set off on this journey we were two parties with some policies in common and a shared desire to work in the national interest. We arrive at this programme for government a strong, progressive coalition inspired by the values of freedom, fairness and responsibility. This programme is for five years of partnership government driven by those values. We believe that it can deliver radical, reforming government, a stronger society, a smaller state, and power and responsibility in the hands of every citizen. Great change and real progress lie ahead.



David Cameron
Prime Minister



Nick Clegg
Deputy Prime Minister

I. BANKING

In recent years, we have seen a massive financial meltdown due to over-lending, over-borrowing and poor regulation. The Government believes that the current system of financial regulation is fundamentally flawed and needs to be replaced with a framework that promotes responsible and sustainable banking, where regulators have greater powers to curb unsustainable lending practices and we take action to promote more competition in the banking sector. In addition, we recognise that much more needs to be done to protect taxpayers from financial malpractice and to help the public manage their own debts.

- We will reform the banking system to avoid a repeat of the financial crisis, to promote a competitive economy, to sustain the recovery and to protect and sustain jobs.
- We will introduce a banking levy and seek a detailed agreement on implementation.
- We will bring forward detailed proposals for robust action to tackle unacceptable bonuses in the financial services sector; in developing these proposals, we will ensure they are effective in reducing risk.
- We want the banking system to serve business, not the other way round. We will bring forward detailed proposals to foster diversity in financial services, promote mutuals and create a more competitive banking industry.
- We will develop effective proposals to ensure the flow of credit to viable SMEs. This will include consideration of both a major loan guarantee scheme and the use of net lending targets for the nationalised banks.
- We will take steps to reduce systemic risk in the banking system and will establish an independent commission to investigate the complex issue of separating retail and investment banking in a sustainable way; while recognising that this will take time to get right, the commission will be given an initial time frame of one year to report.
- We will reform the regulatory system to avoid a repeat of the financial crisis. We will bring forward proposals to give the Bank of England control of macro-prudential regulation and oversight of micro-prudential regulation.
- We rule out joining or preparing to join the European Single Currency for the duration of this agreement.
- We will work with the Bank of England to investigate how the process of including housing costs in the CPI measure of inflation can be accelerated.
- We will create Britain's first free national financial advice service, which will be funded in full from a new social responsibility levy on the financial services sector.
- We take white collar crime as seriously as other crime, so we will create a single agency to take on the work of tackling serious economic crime that is currently done by, among others, the Serious Fraud Office, Financial Services Authority and Office of Fair Trading.

2. BUSINESS

The Government believes that business is the driver of economic growth and innovation, and that we need to take urgent action to boost enterprise, support green growth and build a new and more responsible economic model. We want to create a fairer and more balanced economy, where we are not so dependent on a narrow range of economic sectors, and where new businesses and economic opportunities are more evenly shared between regions and industries.

- We will cut red tape by introducing a 'one-in, one-out' rule whereby no new regulation is brought in without other regulation being cut by a greater amount.
- We will end the culture of 'tick-box' regulation, and instead target inspections on high-risk organisations through co-regulation and improving professional standards.

- We will impose ‘sunset clauses’ on regulations and regulators to ensure that the need for each regulation is regularly reviewed.
- We will review IR 35, as part of a wholesale review of all small business taxation, and seek to replace it with simpler measures that prevent tax avoidance but do not place undue administrative burdens or uncertainty on the self-employed, or restrict labour market flexibility.
- We will find a practical way to make small business rate relief automatic.
- We will reform the corporate tax system by simplifying reliefs and allowances, and tackling avoidance, in order to reduce headline rates. Our aim is to create the most competitive corporate tax regime in the G20, while protecting manufacturing industries.
- We will seek to ensure an injection of private capital into Royal Mail, including opportunities for employee ownership. We will retain Post Office Ltd in public ownership.
- We will seek to ensure a level playing field between small and large retailers by enabling councils to take competition issues into account when drawing up their local plans to shape the direction and type of new retail development.
- We will give the public the opportunity to challenge the worst regulations.
- We will review employment and workplace laws, for employers and employees, to ensure they maximise flexibility for both parties while protecting fairness and providing the competitive environment required for enterprise to thrive.
- We will make it easier for people to set up new enterprises by cutting the time it takes to start a new business. Our ambition is to make the UK one of the fastest countries in the world to start up a new business. We will reduce the number of forms needed to register a new business, and move towards a ‘one-click’ registration model.
- We will end the ban on social tenants starting businesses in their own homes.
- We will promote small business procurement, in particular by introducing an aspiration that 25% of government contracts should be awarded to small and medium-sized businesses and by publishing government tenders in full online and free of charge.
- We will consider the implementation of the Dyson Review to make the UK the leading hi-tech exporter in Europe, and refocus the research and development tax credit on hi-tech companies, small firms and start-ups.
- We will review the range of factors that can be considered by regulators when takeovers are proposed.
- We will reinstate an Operating and Financial Review to ensure that directors’ social and environmental duties have to be covered in company reporting, and investigate further ways of improving corporate accountability and transparency.
- We will ensure that Post Offices are allowed to offer a wide range of services in order to sustain the network, and we will look at the case for developing new sources of revenue, such as the creation of a Post Office Bank.
- We will end the so-called ‘gold-plating’ of EU rules, so that British businesses are not disadvantaged relative to their European competitors.
- We will support the creation of Local Enterprise Partnerships – joint local authority-business bodies brought forward by local authorities themselves to promote local economic development – to replace Regional Development Agencies (RDAs). These may take the form of the existing RDAs in areas where they are popular.
- We will take steps to improve the competitiveness of the UK tourism industry, recognising the important part it plays in our national economy.

3. CIVIL LIBERTIES

We will be strong in defence of freedom. The Government believes that the British state has become too authoritarian, and that over the past decade it has abused and eroded fundamental human freedoms and historic civil liberties. We need to restore the rights of individuals in the face of encroaching state power, in keeping with Britain's tradition of freedom and fairness.

- We will implement a full programme of measures to reverse the substantial erosion of civil liberties and roll back state intrusion.
- We will introduce a Freedom Bill.
- We will scrap the ID card scheme, the National Identity register and the ContactPoint database, and halt the next generation of biometric passports.
- We will outlaw the finger-printing of children at school without parental permission.
- We will extend the scope of the Freedom of Information Act to provide greater transparency.
- We will adopt the protections of the Scottish model for the DNA database.
- We will protect historic freedoms through the defence of trial by jury.
- We will restore rights to non-violent protest.
- We will review libel laws to protect freedom of speech.
- We will introduce safeguards against the misuse of anti-terrorism legislation.
- We will further regulate CCTV.
- We will end the storage of internet and email records without good reason.
- We will introduce a new mechanism to prevent the proliferation of unnecessary new criminal offences.
- We will establish a Commission to investigate the creation of a British Bill of Rights that incorporates and builds on all our obligations under the European Convention on Human Rights, ensures that these rights continue

to be enshrined in British law, and protects and extends British liberties. We will seek to promote a better understanding of the true scope of these obligations and liberties.

4. COMMUNITIES AND LOCAL GOVERNMENT

The Government believes that it is time for a fundamental shift of power from Westminster to people. We will promote decentralisation and democratic engagement, and we will end the era of top-down government by giving new powers to local councils, communities, neighbourhoods and individuals.

- We will promote the radical devolution of power and greater financial autonomy to local government and community groups. This will include a review of local government finance.
- We will rapidly abolish Regional Spatial Strategies and return decision-making powers on housing and planning to local councils, including giving councils new powers to stop 'garden grabbing'.
- In the longer term, we will radically reform the planning system to give neighbourhoods far more ability to determine the shape of the places in which their inhabitants live, based on the principles set out in the Conservative Party publication *Open Source Planning*.
- We will abolish the unelected Infrastructure Planning Commission and replace it with an efficient and democratically accountable system that provides a fast-track process for major infrastructure projects.
- We will publish and present to Parliament a simple and consolidated national planning framework covering all forms of development and setting out national economic, environmental and social priorities.
- We will maintain the Green Belt, Sites of Special Scientific Interest (SSSIs) and other environmental protections, and create a new designation – similar to SSSIs – to protect green areas of particular importance to local communities.

- We will abolish the Government Office for London and consider the case for abolishing the remaining Government Offices.
- We will provide more protection against aggressive bailiffs and unreasonable charging orders, ensure that courts have the power to insist that repossession is always a last resort, and ban orders for sale on unsecured debts of less than £25,000.
- We will explore a range of measures to bring empty homes into use.
- We will promote shared ownership schemes and help social tenants and others to own or part-own their home.
- We will promote 'Home on the Farm' schemes that encourage farmers to convert existing buildings into affordable housing.
- We will create new trusts that will make it simpler for communities to provide homes for local people.
- We will phase out the ring-fencing of grants to local government and review the unfair Housing Revenue Account.
- We will freeze Council Tax in England for at least one year, and seek to freeze it for a further year, in partnership with local authorities.
- We will create directly elected mayors in the 12 largest English cities, subject to confirmatory referendums and full scrutiny by elected councillors.
- We will give councils a general power of competence.
- We will ban the use of powers in the Regulation of Investigatory Powers Act (RIPA) by councils, unless they are signed off by a magistrate and required for stopping serious crime.
- We will allow councils to return to the committee system, should they wish to.
- We will abolish the Standards Board regime.
- We will stop the restructuring of councils in Norfolk, Suffolk and Devon, and stop plans to force the regionalisation of the fire service.

- We will impose tougher rules to stop unfair competition by local authority newspapers.
- We will introduce new powers to help communities save local facilities and services threatened with closure, and give communities the right to bid to take over local state-run services.
- We will implement the Sustainable Communities Act, so that citizens know how taxpayers' money is spent in their area and have a greater say over how it is spent.
- We will cut local government inspection and abolish the Comprehensive Area Assessment.
- We will require continuous improvements to the energy efficiency of new housing.
- We will provide incentives for local authorities to deliver sustainable development, including for new homes and businesses.
- We will review the effectiveness of the raising of the stamp duty threshold for first-time buyers.
- We will give councillors the power to vote on large salary packages for unelected council officials.

5. CONSUMER PROTECTION

The Government believes that action is needed to protect consumers, particularly the most vulnerable, and to promote greater competition across the economy. We need to promote more responsible corporate and consumer behaviour through greater transparency and by harnessing the insights from behavioural economics and social psychology.

- We will give regulators new powers to define and ban excessive interest rates on credit and store cards; and we will introduce a seven-day cooling-off period for store cards.
- We will oblige credit card companies to provide better information to their customers in a uniform electronic format that will allow consumers to find out whether they are receiving the best deal.

- We will introduce stronger consumer protections, including measures to end unfair bank and financial transaction charges.
- We will take forward measures to enhance customer service in the private and public sectors.
- We will introduce, as a first step, an Ombudsman in the Office of Fair Trading who can proactively enforce the Grocery Supply Code of Practice and curb abuses of power, which undermine our farmers and act against the long-term interest of consumers.
- We will introduce honesty in food labelling so that consumers can be confident about where their food comes from and its environmental impact.
- We will increase households' control over their energy costs by ensuring that energy bills provide information on how to move to the cheapest tariff offered by their supplier, and how each household's energy usage compares to similar households.
- We will give Post Office Card account holders the chance to benefit from direct debit discounts and ensure that social tariffs offer access to the best prices available.
- We will seek to extend protection and support to 'off-grid' energy consumers.
- We will seek to spread information on which policing techniques and sentences are most effective at cutting crime across the Criminal Justice System.
- We will have a full review of the terms and conditions for police officer employment.
- We will introduce measures to make the police more accountable through oversight by a directly elected individual, who will be subject to strict checks and balances by locally elected representatives.
- We will oblige the police to publish detailed local crime data statistics every month, so the public can get proper information about crime in their neighbourhoods and hold the police to account for their performance.
- We will require police forces to hold regular 'beat meetings' so that residents can hold them to account.
- We will make hospitals share non-confidential information with the police so they know where gun and knife crime is happening and can target stop-and-search in gun and knife crime hot spots.
- We will give people greater legal protection to prevent crime and apprehend criminals.
- We will ensure that people have the protection that they need when they defend themselves against intruders.

6. CRIME AND POLICING

The Government believes that we need radical action to reform our criminal justice system. We need police forces that have greater freedom from Ministerial control and are better able to deal with the crime and anti-social behaviour that blights people's lives, but which are much more accountable to the public they serve.

- We will reduce time-wasting bureaucracy that hampers police operations, and introduce better technology to make policing more effective while saving taxpayers' money.
- We will amend the health and safety laws that stand in the way of common sense policing.
- We will ban the sale of alcohol below cost price.
- We will review alcohol taxation and pricing to ensure it tackles binge drinking without unfairly penalising responsible drinkers, pubs and important local industries.
- We will overhaul the Licensing Act to give local authorities and the police much stronger powers to remove licences from, or refuse to grant licences to, any premises that are causing problems.
- We will allow councils and the police to shut down permanently any shop or bar found to be persistently selling alcohol to children.

- We will double the maximum fine for under-age alcohol sales to £20,000.
- We will permit local councils to charge more for late-night licences to pay for additional policing.
- We will promote better recording of hate crimes against disabled, homosexual and transgender people, which are frequently not centrally recorded.
- We will introduce a system of temporary bans on new 'legal highs' while health issues are considered by independent experts. We will not permanently ban a substance without receiving full advice from the Advisory Council on the Misuse of Drugs.
- We will review the operation of the Extradition Act – and the US/UK extradition treaty – to make sure it is even-handed.

7. CULTURE, OLYMPICS, MEDIA AND SPORT

The Government believes that a vibrant cultural, media and sporting sector is crucial for our well-being and quality of life. We need to promote excellence in these fields, with government funding used where appropriate to encourage philanthropic and corporate investment.

- We will maintain the independence of the BBC, and give the National Audit Office full access to the BBC's accounts to ensure transparency.
- We will enable partnerships between local newspapers, radio and television stations to promote a strong and diverse local media industry.
- We will maintain free entry to national museums and galleries, and give national museums greater freedoms.
- We will work with the Scottish Government to deliver a successful Commonwealth Games in Glasgow in 2014, and ensure that the 2013 Rugby League and the 2015 Rugby Union World Cups are successful. We will strongly support the England 2018 World Cup bid.
- We will work with the Mayor of London to ensure a safe and successful Olympic and Paralympic Games in London in 2012, and urgently form plans to deliver a genuine and lasting legacy.
- We will examine the case for moving to a 'gross profits tax' system for the National Lottery, and reform the National Lottery so that more money goes into sport, the arts and heritage.
- We will stop wasteful spending by National Lottery distributors by banning lobbying activities and restricting administration costs to 5% of total income.
- We will use cash in dormant betting accounts to improve local sports facilities and support sports clubs.
- We will encourage the reform of football governance rules to support the co-operative ownership of football clubs by supporters.
- We will support the creation of an annual Olympic-style schools sport event to encourage competitive sport in schools, and we will seek to protect school playing fields.
- We will cut red tape to encourage the performance of more live music.
- We will introduce measures to ensure the rapid roll-out of superfast broadband across the country. We will ensure that BT and other infrastructure providers allow the use of their assets to deliver such broadband, and we will seek to introduce superfast broadband in remote areas at the same time as in more populated areas. If necessary, we will consider using the part of the TV licence fee that is supporting the digital switchover to fund broadband in areas that the market alone will not reach.

8. DEFENCE

The Government believes that we need to take action to safeguard our national security at home and abroad. We also recognise that we need to do much more to ensure that our Armed Forces have the support they need, and that veterans and their families are treated with the dignity that they deserve.

- We will maintain Britain's nuclear deterrent, and have agreed that the renewal of Trident should be scrutinised to ensure value for money. Liberal Democrats will continue to make the case for alternatives. We will immediately play a strong role in the Nuclear Non-Proliferation Treaty Review Conference, and press for continued progress on multilateral disarmament.
- We will aim to reduce Ministry of Defence running costs by at least 25%.
- We will work to rebuild the Military Covenant by:
 - ensuring that Service personnel's rest and recuperation leave can be maximised;
 - changing the rules so that Service personnel only have to register once on the Service register;
 - exploring the potential for including Service children as part of our proposals for a pupil premium;
 - providing university and further education scholarships for the children of Servicemen and women who have been killed on active duty since 1990;
 - providing support for ex-Service personnel to study at university,
 - creating a new programme, 'Troops for Teachers', to recruit ex-Service personnel into the teaching profession;
 - providing extra support for veteran mental health needs; and
 - reviewing the rules governing the awarding of medals.

- We will double the operational allowance for Armed Forces personnel serving in Afghanistan, and include Armed Forces pay in our plans for a fair pay review.
- We will ensure that injured personnel are treated in dedicated military wards.
- We will look at whether there is scope to refurbish Armed Forces' accommodation from efficiencies within the Ministry of Defence.
- We will support defence jobs through exports that are used for legitimate purposes, not internal repression, and will work for a full international ban on cluster munitions.

9. DEFICIT REDUCTION

The Government believes that it is the most vulnerable who are most at risk from the debt crisis, and that it is deeply unfair that the Government could have to spend more on debt interest payments than on schools. So we need immediate action to tackle the deficit in a fair and responsible way, ensure that taxpayers' money is spent responsibly, and get the public finances back on track.

- We recognise that deficit reduction, and continuing to ensure economic recovery, is the most urgent issue facing Britain.
- We will significantly accelerate the reduction of the structural deficit over the course of a Parliament, with the main burden of deficit reduction borne by reduced spending rather than increased taxes.
- We will introduce arrangements that will protect those on low incomes from the effect of public sector pay constraint and other spending constraints.
- We will protect jobs by stopping the proposed jobs tax.
- We will set out a plan for deficit reduction in an emergency budget. We have created an independent Office for Budget Responsibility to make new forecasts of growth and borrowing for this emergency budget.

- We will make modest cuts of £6 billion to non-front-line services within the financial year 2010/11, subject to advice from the Treasury and the Bank of England on their feasibility and advisability. A proportion of these savings can be used to support jobs.
- We will hold a full Spending Review reporting this autumn, following a fully consultative process involving all tiers of government and the private sector.
- We will reduce spending on the Child Trust Fund and tax credits for higher earners.
- We will create strong financial discipline at all levels of government and place an obligation on public servants to manage taxpayers' money wisely.
- We will reduce the number and cost of quangos.

10. ENERGY AND CLIMATE CHANGE

The Government believes that climate change is one of the gravest threats we face, and that urgent action at home and abroad is required. We need to use a wide range of levers to cut carbon emissions, decarbonise the economy and support the creation of new green jobs and technologies. We will implement a full programme of measures to fulfil our joint ambitions for a low carbon and eco-friendly economy.

- We will push for the EU to demonstrate leadership in tackling international climate change, including by supporting an increase in the EU emission reduction target to 30% by 2020.
- We will seek to increase the target for energy from renewable sources, subject to the advice of the Climate Change Committee.
- We will continue public sector investment in carbon capture and storage (CCS) technology for four coal-fired power stations.
- We will establish a smart grid and roll out smart meters.
- We will establish a full system of feed-in tariffs in electricity – as well as the maintenance of banded Renewables Obligation Certificates.
- We will introduce measures to promote a huge increase in energy from waste through anaerobic digestion.
- We will create a green investment bank.
- We will retain energy performance certificates while scrapping HIPs.
- We will introduce measures to encourage marine energy.
- We will establish an emissions performance standard that will prevent coal-fired power stations being built unless they are equipped with sufficient carbon capture and storage to meet the emissions performance standard.
- We will cancel the third runway at Heathrow.
- We will refuse permission for additional runways at Gatwick and Stansted.
- We will replace Air Passenger Duty with a per-flight duty.
- We will introduce a floor price for carbon, and make efforts to persuade the EU to move towards full auctioning of ETS permits.
- Through our 'Green Deal', we will encourage home energy efficiency improvements paid for by savings from energy bills. We will also take measures to improve energy efficiency in businesses and public sector buildings. We will reduce central government carbon emissions by 10% within 12 months.
- We will reform energy markets to deliver security of supply and investment in low carbon energy, and ensure fair competition including a review of the role of Ofgem.
- We will instruct Ofgem to establish a security guarantee of energy supplies.
- We will give an Annual Energy Statement to Parliament to set strategic energy policy and guide investment.
- We will deliver an offshore electricity grid in order to support the development of a new generation of offshore wind power.

- We will encourage community-owned renewable energy schemes where local people benefit from the power produced. We will also allow communities that host renewable energy projects to keep the additional business rates they generate.
- As part of the creation of a green investment bank, we will create green financial products to provide individuals with opportunities to invest in the infrastructure needed to support the new green economy.
- We will work towards an ambitious global climate deal that will limit emissions and explore the creation of new international sources of funding for the purpose of climate change adaptation and mitigation.
- Liberal Democrats have long opposed any new nuclear construction. Conservatives, by contrast, are committed to allowing the replacement of existing nuclear power stations provided that they are subject to the normal planning process for major projects (under a new National Planning Statement), and also provided that they receive no public subsidy.
- We will implement a process allowing the Liberal Democrats to maintain their opposition to nuclear power while permitting the Government to bring forward the National Planning Statement for ratification by Parliament so that new nuclear construction becomes possible. This process will involve:
 - the Government completing the drafting of a national planning statement and putting it before Parliament;
 - specific agreement that a Liberal Democrat spokesperson will speak against the Planning Statement, but that Liberal Democrat MPs will abstain; and
 - clarity that this will not be regarded as an issue of confidence.

II. ENVIRONMENT, FOOD AND RURAL AFFAIRS

The Government believes that we need to protect the environment for future generations, make our economy more environmentally sustainable, and improve our quality of life and well-being. We also believe that much more needs to be done to support the farming industry, protect biodiversity and encourage sustainable food production.

- We will introduce measures to make the import or possession of illegal timber a criminal offence.
- We will introduce measures to protect wildlife and promote green spaces and wildlife corridors in order to halt the loss of habitats and restore biodiversity.
- We will launch a national tree planting campaign.
- We will review the governance arrangements of National Parks in order to increase local accountability.
- We will work towards full compliance with European Air Quality standards.
- We will take forward the findings of the Pitt Review to improve our flood defences, and prevent unnecessary building in areas of high flood risk.
- We will examine the conclusions of the Cave and Walker Reviews, and reform the water industry to ensure more efficient use of water and the protection of poorer households.
- We will work towards a 'zero waste' economy, encourage councils to pay people to recycle, and work to reduce littering.
- We will reduce the regulatory burden on farmers by moving to a risk-based system of regulation, and will develop a system of extra support for hill farmers.

- We will investigate ways to share with livestock keepers the responsibility for preparing for and dealing with outbreaks of disease.
- We will take forward the Marine and Coastal Access Act and ensure that its conservation measures are implemented effectively.
- As part of a package of measures, we will introduce a carefully managed and science-led policy of badger control in areas with high and persistent levels of bovine tuberculosis.
- We will promote high standards of farm animal welfare. We will end the testing of household products on animals and work to reduce the use of animals in scientific research. We will promote responsible pet ownership by introducing effective codes of practice under the Animal Welfare Act, and will ensure that enforcement agencies target irresponsible owners of dangerous dogs.
- We will ensure that food procured by government departments, and eventually the whole public sector, meets British standards of production wherever this can be achieved without increasing overall cost.
- We will investigate measures to help with fuel costs in remote rural areas, starting with pilot schemes.
- We will create a presumption in favour of sustainable development in the planning system.
- We oppose the resumption of commercial whaling, will press for a ban on ivory sales, and will tackle the smuggling and illegal trade on wildlife through our new Border Police Force.
- We will bring forward a motion on a free vote enabling the House of Commons to express its view on the repeal of the Hunting Act.

12. EQUALITIES

The Government believes that there are many barriers to social mobility and equal opportunities in Britain today, with too many children held back because of their social background, and too many people of all ages held back because of their gender, race, religion or sexuality. We need concerted government action to tear down these barriers and help to build a fairer society.

- We will promote equal pay and take a range of measures to end discrimination in the workplace.
- We will extend the right to request flexible working to all employees, consulting with business on how best to do so.
- We will undertake a fair pay review in the public sector to implement our proposed '20 times' pay multiple.
- We will look to promote gender equality on the boards of listed companies.
- We will promote improved community relations and opportunities for Black, Asian and Minority Ethnic (BAME) communities, including by providing internships for under-represented minorities in every Whitehall department and funding a targeted national enterprise mentoring scheme for BAME people who want to start a business.
- We will stop the deportation of asylum seekers who have had to leave particular countries because their sexual orientation or gender identification puts them at proven risk of imprisonment, torture or execution.
- We will use our relationships with other countries to push for unequivocal support for gay rights and for UK civil partnerships to be recognised internationally.

13. EUROPE

The Government believes that Britain should play a leading role in an enlarged European Union, but that no further powers should be transferred to Brussels without a referendum. This approach strikes the right balance between constructive engagement with the EU to deal with the issues that affect us all, and protecting our national sovereignty.

- We will ensure that the British Government is a positive participant in the European Union, playing a strong and positive role with our partners, with the goal of ensuring that all the nations of Europe are equipped to face the challenges of the 21st century: global competitiveness, global warming and global poverty.
- We will ensure that there is no further transfer of sovereignty or powers over the course of the next Parliament. We will examine the balance of the EU's existing competences and will, in particular, work to limit the application of the Working Time Directive in the United Kingdom.
- We will amend the 1972 European Communities Act so that any proposed future treaty that transferred areas of power, or competences, would be subject to a referendum on that treaty – a 'referendum lock'. We will amend the 1972 European Communities Act so that the use of any *passerelle* would require primary legislation.
- We will examine the case for a United Kingdom Sovereignty Bill to make it clear that ultimate authority remains with Parliament.
- We will ensure that Britain does not join or prepare to join the Euro in this Parliament.
- We will strongly defend the UK's national interests in the forthcoming EU budget negotiations and agree that the EU budget should only focus on those areas where the EU can add value.
- We will press for the European Parliament to have only one seat, in Brussels.

- We will approach forthcoming legislation in the area of criminal justice on a case-by-case basis, with a view to maximising our country's security, protecting Britain's civil liberties and preserving the integrity of our criminal justice system. Britain will not participate in the establishment of any European Public Prosecutor.
- We support the further enlargement of the EU.

14. FAMILIES AND CHILDREN

The Government believes that strong and stable families of all kinds are the bedrock of a strong and stable society. That is why we need to make our society more family friendly, and to take action to protect children from excessive commercialisation and premature sexualisation.

- We will maintain the goal of ending child poverty in the UK by 2020.
- We will reform the administration of tax credits to reduce fraud and overpayments.
- We will bring forward plans to reduce the couple penalty in the tax credit system as we make savings from our welfare reform plans.
- We support the provision of free nursery care for pre-school children, and we want that support to be provided by a diverse range of providers, with a greater gender balance in the early years workforce.
- We will take Sure Start back to its original purpose of early intervention, increase its focus on the neediest families, and better involve organisations with a track record of supporting families. We will investigate ways of ensuring that providers are paid in part by the results they achieve.
- We will refocus funding from Sure Start peripatetic outreach services, and from the Department of Health budget, to pay for 4,200 extra Sure Start health visitors.
- We will investigate a new approach to helping families with multiple problems.

- We will publish serious case reviews, with identifying details removed.
- We will review the criminal records and vetting and barring regime and scale it back to common sense levels.
- We will crack down on irresponsible advertising and marketing, especially to children. We will also take steps to tackle the commercialisation and sexualisation of childhood.
- We will encourage shared parenting from the earliest stages of pregnancy – including the promotion of a system of flexible parental leave.
- We will put funding for relationship support on a stable, long-term footing, and make sure that couples are given greater encouragement to use existing relationship support.
- We will conduct a comprehensive review of family law in order to increase the use of mediation when couples do break up, and to look at how best to provide greater access rights to non-resident parents and grandparents.
- We will work to establish a new ‘special relationship’ with India and seek closer engagement with China, while standing firm on human rights in all our bilateral relationships.
- We will maintain a strong, close and frank relationship with the United States.
- We want to strengthen the Commonwealth as a focus for promoting democratic values and development.
- We will work to promote stability in the Western Balkans.
- We will support concerted international efforts to prevent Iran from obtaining a nuclear weapon.
- We support reform of the UN Security Council, including permanent seats for Japan, India, Germany, Brazil and African representation.
- We will work to intensify our cultural, educational, commercial and diplomatic links with many nations beyond Europe and North America to strengthen the UK’s relations with the fastest-growing areas of the world economy.

15. FOREIGN AFFAIRS

The Government believes that Britain must always be an active member of the global community, promoting our national interests while standing up for the values of freedom, fairness and responsibility. This means working as a constructive member of the United Nations, NATO and other multilateral organisations including the Commonwealth; working to promote stability and security; and pushing for reform of global institutions to ensure that they reflect the modern world.

- We will take forward our shared resolve to safeguard the UK’s national security and support our Armed Forces in Afghanistan and elsewhere.
- We will push for peace in the Middle East, with a secure and universally recognised Israel living alongside a sovereign and viable Palestinian state.

- We will never condone the use of torture.

16. GOVERNMENT TRANSPARENCY

The Government believes that we need to throw open the doors of public bodies, to enable the public to hold politicians and public bodies to account. We also recognise that this will help to deliver better value for money in public spending, and help us achieve our aim of cutting the record deficit. Setting government data free will bring significant economic benefits by enabling businesses and non-profit organisations to build innovative applications and websites.

- We will require public bodies to publish online the job titles of every member of staff and the salaries and expenses of senior officials paid more than the lowest salary permissible in Pay

Band 1 of the Senior Civil Service pay scale, and organograms that include all positions in those bodies.

- We will require anyone paid more than the Prime Minister in the centrally funded public sector to have their salary signed off by the Treasury.
- We will regulate lobbying through introducing a statutory register of lobbyists and ensuring greater transparency.
- We will also pursue a detailed agreement on limiting donations and reforming party funding in order to remove big money from politics.
- We will strengthen the powers of Select Committees to scrutinise major public appointments.
- We will introduce new protections for whistleblowers in the public sector.
- We will take steps to open up government procurement and reduce costs; and we will publish government ICT contracts online.
- We will create a level playing field for open-source software and will enable large ICT projects to be split into smaller components.
- We will require full, online disclosure of all central government spending and contracts over £25,000.
- We will create a new 'right to data' so that government-held datasets can be requested and used by the public, and then published on a regular basis.
- We will require all councils to publish meeting minutes and local service and performance data.
- We will require all councils to publish items of spending above £500, and to publish contracts and tender documents in full.
- We will ensure that all data published by public bodies is published in an open and standardised format, so that it can be used easily and with minimal cost by third parties.

17. IMMIGRATION

The Government believes that immigration has enriched our culture and strengthened our economy, but that it must be controlled so that people have confidence in the system. We also recognise that to ensure cohesion and protect our public services, we need to introduce a cap on immigration and reduce the number of non-EU immigrants.

- We will introduce an annual limit on the number of non-EU economic migrants admitted into the UK to live and work. We will consider jointly the mechanism for implementing the limit.
- We will end the detention of children for immigration purposes.
- We will create a dedicated Border Police Force, as part of a refocused Serious Organised Crime Agency, to enhance national security, improve immigration controls and crack down on the trafficking of people, weapons and drugs. We will work with police forces to strengthen arrangements to deal with serious crime and other cross-boundary policing challenges, and extend collaboration between forces to deliver better value for money.
- We support E-borders and will reintroduce exit checks.
- We will apply transitional controls as a matter of course in the future for all new EU Member States.
- We will introduce new measures to minimise abuse of the immigration system, for example via student routes, and will tackle human trafficking as a priority.
- We will explore new ways to improve the current asylum system to speed up the processing of applications.

18. INTERNATIONAL DEVELOPMENT

The Government believes that even in these difficult economic times, the UK has a moral responsibility to help the poorest people in the world. We will honour our aid commitments, but at the same time will ensure much greater transparency and scrutiny of aid spending to deliver value for money for British taxpayers and to maximise the impact of our aid budget.

- We will honour our commitment to spend 0.7% of GNI on overseas aid from 2013, and to enshrine this commitment in law.
- We will encourage other countries to fulfil their aid commitments.
- We will support actions to achieve the Millennium Development Goals. In particular, we will prioritise aid spending on programmes to ensure that everyone has access to clean water, sanitation, healthcare and education; to reduce maternal and infant mortality; and to restrict the spread of major diseases like HIV/AIDS, TB and malaria. We will recognise the vital role of women in development, promote gender equality and focus on the rights of women, children and disabled people to access services.
- We will use the aid budget to support the development of local democratic institutions, civil society groups, the media and enterprise; and support efforts to tackle corruption.
- We will introduce full transparency in aid and publish details of all UK aid spending online. We will push for similarly high levels of transparency internationally.
- We will create new mechanisms to give British people a direct say in how an element of the aid budget is spent.
- We will keep aid untied from commercial interests, and will maintain DfID as an independent department focused on poverty reduction.
- We will stick to the rules laid down by the OECD about what spending counts as aid.
- We will push hard in 2010 to make greater progress in tackling maternal and infant mortality.
- We will work to accelerate the process of relieving Heavily Indebted Poor Countries of their debt.
- We will support efforts to establish an International Arms Trade Treaty to limit the sales of arms to dangerous regimes.
- We will support pro-development trade deals, including the proposed Pan-African Free Trade Area.
- We will support innovative and effective smaller British non-governmental organisations that are committed to tackling poverty.
- We will explore ways of helping the very poorest developing countries to take part in international climate change negotiations.
- We will ensure that UK Trade and Investment and the Export Credits Guarantee Department become champions for British companies that develop and export innovative green technologies around the world, instead of supporting investment in dirty fossil-fuel energy production.
- We will provide a more integrated approach to post-conflict reconstruction where the British military is involved – building on the Stabilisation Unit in Whitehall and creating a new Stabilisation and Reconstruction Force to bridge the gap between the military and the reconstruction effort.
- We will review what action can be taken against ‘vulture funds’.
- We will support reform of global financial institutions such as the World Bank and the International Monetary Fund in order to increase the involvement of developing nations.

19. JOBS AND WELFARE

The Government believes that we need to encourage responsibility and fairness in the welfare system. That means providing help for those who cannot work, training and targeted support for those looking for work, but sanctions for those who turn down reasonable offers of work or training.

- We will end all existing welfare to work programmes and create a single welfare to work programme to help all unemployed people get back into work.
- We will ensure that Jobseeker's Allowance claimants facing the most significant barriers to work are referred to the new welfare to work programme immediately, not after 12 months as is currently the case. We will ensure that Jobseeker's Allowance claimants aged under 25 are referred to the programme after a maximum of six months.
- We will realign contracts with welfare to work service providers to reflect more closely the results they achieve in getting people back into work.
- We will reform the funding mechanism used by government to finance welfare to work programmes to reflect the fact that initial investment delivers later savings through lower benefit expenditure, including creating an integrated work programme with outcome funding based upon the DEL/AME switch.
- We will ensure that receipt of benefits for those able to work is conditional on their willingness to work.
- We support the National Minimum Wage because of the protection it gives low-income workers and the incentives to work it provides.
- We will re-assess all current claimants of Incapacity Benefit for their readiness to work. Those assessed as fully capable for work will be moved onto Jobseeker's Allowance.
- We will support would-be entrepreneurs through a new programme – Work for Yourself – which will give the unemployed access to business mentors and start-up loans.
- We will draw on a range of Service Academies to offer pre-employment training and work placements for unemployed people.
- We will develop local Work Clubs – places where unemployed people can gather to exchange skills, find opportunities, make contacts and provide mutual support.
- We will investigate how to simplify the benefit system in order to improve incentives to work.

20. JUSTICE

The Government believes that more needs to be done to ensure fairness in the justice system. This means introducing more effective sentencing policies, as well as overhauling the system of rehabilitation to reduce reoffending and provide greater support and protection for the victims of crime.

- We will introduce a 'rehabilitation revolution' that will pay independent providers to reduce reoffending, paid for by the savings this new approach will generate within the criminal justice system.
- We will conduct a full review of sentencing policy to ensure that it is effective in deterring crime, protecting the public, punishing offenders and cutting reoffending. In particular, we will ensure that sentencing for drug use helps offenders come off drugs.
- We will explore alternative forms of secure, treatment-based accommodation for mentally ill and drugs offenders.
- We will implement the Prisoners' Earnings Act 1996 to allow deductions from the earnings of prisoners in properly paid work to be paid into the Victims' Fund.
- We will consider how to use proceeds from the Victim Surcharge to deliver up to 15 new rape crisis centres, and give existing rape crisis centres stable, long-term funding.
- We will carry out a fundamental review of Legal Aid to make it work more efficiently.

- We will change the law so that historical convictions for consensual gay sex with over-16s will be treated as spent and will not show up on criminal records checks.
- We will extend anonymity in rape cases to defendants.
- We will introduce effective measures to tackle anti-social behaviour and low-level crime, including forms of restorative justice such as Neighbourhood Justice Panels.

21. NATIONAL SECURITY

The Government believes that its primary responsibility is to ensure national security. We need a coherent approach to national security issues across government, and we will take action to tackle terrorism, and its causes, at home and abroad.

- We have established a National Security Council and appointed a National Security Adviser.
- We have commenced a Strategic Defence and Security Review, commissioned and overseen by the National Security Council, with strong Treasury involvement. We will also develop and publish a new National Security Strategy.
- We will urgently review Control Orders, as part of a wider review of counter-terrorist legislation, measures and programmes. We will seek to find a practical way to allow the use of intercept evidence in court.
- We will deny public funds to any group that has recently espoused or incited violence or hatred. We will proscribe such organisations, subject to the advice of the police and security and intelligence agencies.
- We believe that Britain should be able to deport foreign nationals who threaten our security to countries where there are verifiable guarantees that they will not be tortured. We will seek to extend these guarantees to more countries.

22. NHS

The Government believes that the NHS is an important expression of our national values. We are committed to an NHS that is free at the point of use and available to everyone based on need, not the ability to pay. We want to free NHS staff from political micromangement, increase democratic participation in the NHS and make the NHS more accountable to the patients that it serves. That way we will drive up standards, support professional responsibility, deliver better value for money and create a healthier nation.

- We will guarantee that health spending increases in real terms in each year of the Parliament, while recognising the impact this decision will have on other departments.
- We will stop the top-down reorganisations of the NHS that have got in the way of patient care. We are committed to reducing duplication and the resources spent on administration, and diverting these resources back to front-line care.
- We will significantly cut the number of health quangos.
- We will cut the cost of NHS administration by a third and transfer resources to support doctors and nurses on the front line.
- We will stop the centrally dictated closure of A&E and maternity wards, so that people have better access to local services.
- We will strengthen the power of GPs as patients' expert guides through the health system by enabling them to commission care on their behalf.
- We will ensure that there is a stronger voice for patients locally through directly elected individuals on the boards of their local primary care trust (PCT). The remainder of the PCT's board will be appointed by the relevant local authority or authorities, and the Chief Executive and principal officers will be appointed by the Secretary of State on the advice of the new independent NHS board. This will ensure the right balance between

locally accountable individuals and technical expertise.

- The local PCT will act as a champion for patients and commission those residual services that are best undertaken at a wider level, rather than directly by GPs. It will also take responsibility for improving public health for people in their area, working closely with the local authority and other local organisations.
- If a local authority has concerns about a significant proposed closure of local services, for example an A&E department, it will have the right to challenge health organisations, and refer the case to the Independent Reconfiguration Panel. The Panel would then provide advice to the Secretary of State for Health.
- We will give every patient the right to choose to register with the GP they want, without being restricted by where they live.
- We will develop a 24/7 urgent care service in every area of England, including GP out-of-hours services, and ensure every patient can access a local GP. We will make care more accessible by introducing a single number for every kind of urgent care and by using technology to help people communicate with their doctors.
- We will renegotiate the GP contract and incentivise ways of improving access to primary care in disadvantaged areas.
- We will make the NHS work better by extending best practice on improving discharge from hospital, maximising the number of day care operations, reducing delays prior to operations, and where possible enabling community access to care and treatments.
- We will help elderly people live at home for longer through solutions such as home adaptations and community support programmes.
- We will prioritise dementia research within the health research and development budget.
- We will seek to stop foreign healthcare professionals working in the NHS unless they have passed robust language and competence tests.
- Doctors and nurses need to be able to use their professional judgement about what is right for patients and we will support this by giving front-line staff more control of their working environment.
- We will strengthen the role of the Care Quality Commission so it becomes an effective quality inspectorate. We will develop Monitor into an economic regulator that will oversee aspects of access, competition and price-setting in the NHS.
- We will establish an independent NHS board to allocate resources and provide commissioning guidelines.
- We will enable patients to rate hospitals and doctors according to the quality of care they received, and we will require hospitals to be open about mistakes and always tell patients if something has gone wrong.
- We will measure our success on the health results that really matter – such as improving cancer and stroke survival rates or reducing hospital infections.
- We will publish detailed data about the performance of healthcare providers online, so everyone will know who is providing a good service and who is falling behind.
- We will put patients in charge of making decisions about their care, including control of their health records.
- We will create a Cancer Drugs Fund to enable patients to access the cancer drugs their doctors think will help them, paid for using money saved by the NHS through our pledge to stop the rise in Employer National Insurance contributions from April 2011.
- We will reform NICE and move to a system of value-based pricing, so that all patients can access the drugs and treatments their doctors think they need.

- We will introduce a new dentistry contract that will focus on achieving good dental health and increasing access to NHS dentistry, with an additional focus on the oral health of schoolchildren.
- We will provide £10 million a year beyond 2011 from within the budget of the Department of Health to support children's hospices in their vital work. And so that proper support for the most sick children and adults can continue in the setting of their choice, we will introduce a new per-patient funding system for all hospices and providers of palliative care.
- We will encourage NHS organisations to work better with their local police forces to clamp down on anyone who is aggressive and abusive to staff.
- We are committed to the continuous improvement of the quality of services to patients, and to achieving this through much greater involvement of independent and voluntary providers.
- We will give every patient the power to choose any healthcare provider that meets NHS standards, within NHS prices. This includes independent, voluntary and community sector providers.
- We will phase out the default retirement age and hold a review to set the date at which the state pension age starts to rise to 66, although it will not be sooner than 2016 for men and 2020 for women. We will end the rules requiring compulsory annuitisation at 75.
- We will implement the Parliamentary and Health Ombudsman's recommendation to make fair and transparent payments to Equitable Life policy holders, through an independent payment scheme, for their relative loss as a consequence of regulatory failure.
- We will explore the potential to give people greater flexibility in accessing part of their personal pension fund early.
- We will protect key benefits for older people such as the winter fuel allowance, free TV licences, free bus travel, and free eye tests and prescriptions.
- We will simplify the rules and regulations relating to pensions to help reinvigorate occupational pensions, encouraging companies to offer high-quality pensions to all employees, and we will work with business and the industry to support auto enrolment.

23. PENSIONS AND OLDER PEOPLE

The Government believes that people deserve dignity and respect in old age, and that they should be provided with the support they need. That means safeguarding key benefits and pensions, and taking action to make it easier for older people to work or volunteer.

- We will restore the earnings link for the basic state pension from April 2011, with a 'triple guarantee' that pensions are raised by the higher of earnings, prices or 2.5%.
- We will commit to establishing an independent commission to review the long-term affordability of public sector pensions, while protecting accrued rights.

24. POLITICAL REFORM

The Government believes that our political system is broken. We urgently need fundamental political reform, including a referendum on electoral reform, much greater co-operation across party lines, and changes to our political system to make it far more transparent and accountable.

- We will establish five-year fixed-term Parliaments. We will put a binding motion before the House of Commons stating that the next general election will be held on the first Thursday of May 2015. Following this motion, we will legislate to make provision for fixed-term Parliaments of five years. This legislation will also provide for dissolution if 55% or more of the House votes in favour.

- We will bring forward a Referendum Bill on electoral reform, which includes provision for the introduction of the Alternative Vote in the event of a positive result in the referendum, as well as for the creation of fewer and more equal sized constituencies. We will whip both Parliamentary parties in both Houses to support a simple majority referendum on the Alternative Vote, without prejudice to the positions parties will take during such a referendum.
- We will bring forward early legislation to introduce a power of recall, allowing voters to force a by-election where an MP is found to have engaged in serious wrongdoing and having had a petition calling for a by-election signed by 10% of his or her constituents.
- We will establish a committee to bring forward proposals for a wholly or mainly elected upper chamber on the basis of proportional representation. The committee will come forward with a draft motion by December 2010. It is likely that this will advocate single long terms of office. It is also likely that there will be a grandfathering system for current Peers. In the interim, Lords appointments will be made with the objective of creating a second chamber that is reflective of the share of the vote secured by the political parties in the last general election.
- We will bring forward the proposals of the Wright Committee for reform to the House of Commons in full – starting with the proposed committee for management of backbench business. A House Business Committee, to consider government business, will be established by the third year of the Parliament.
- We will reduce electoral fraud by speeding up the implementation of individual voter registration.
- We will establish a commission to consider the ‘West Lothian question’.
- We will prevent the possible misuse of Parliamentary privilege by MPs accused of serious wrongdoing.
- We will cut the perks and bureaucracy associated with Parliament.
- We will consult with the Independent Parliamentary Standards Authority on how to move away from the generous final-salary pension system for MPs.
- We will fund 200 all-postal primaries over this Parliament, targeted at seats which have not changed hands for many years. These funds will be allocated to all political parties with seats in Parliament that they take up, in proportion to their share of the total vote in the last general election.
- We will ensure that any petition that secures 100,000 signatures will be eligible for formal debate in Parliament. The petition with the most signatures will enable members of the public to table a bill eligible to be voted on in Parliament.
- We will introduce a new ‘public reading stage’ for bills to give the public an opportunity to comment on proposed legislation online, and a dedicated ‘public reading day’ within a bill’s committee stage where those comments will be debated by the committee scrutinising the bill.
- We will improve the civil service, and make it easier to reward the best civil servants and remove the least effective.
- We will reform the Civil Service Compensation Scheme to bring it into line with practice in the private sector.
- We will put a limit on the number on Special Advisers.
- We will introduce extra support for people with disabilities who want to become MPs, councillors or other elected officials.
- We will open up Whitehall recruitment by publishing central government job vacancies online.
- We will publish details of every UK project that receives over £25,000 of EU funds.
- We will give residents the power to instigate local referendums on any local issue.

- We will stop plans to impose supplementary business rates on firms if a majority of the firms affected do not give their consent.
- We will give residents the power to veto excessive council tax increases.
- We will continue to promote peace, stability and economic prosperity in Northern Ireland, standing firmly behind the agreements negotiated and institutions they establish. We will work to bring Northern Ireland back into the mainstream of UK politics, including producing a government paper examining potential mechanisms for changing the corporation tax rate in Northern Ireland.
- We will implement the proposals of the Calman Commission and introduce a referendum on further Welsh devolution.
- We will review the control and use of accumulated and future revenues from the Fossil Fuel Levy in Scotland.
- We recognise the concerns expressed by the Holtham Commission on the system of devolution funding. However, at this time, the priority must be to reduce the deficit and therefore any change to the system must await the stabilisation of the public finances. Depending on the outcome of the forthcoming referendum, we will establish a process similar to the Calman Commission for the Welsh Assembly. We will take forward the Sustainable Homes Legislative Competence Order.
- We will make the running of government more efficient by introducing enhanced Departmental Boards which will form collective operational leadership of government departments.

25. PUBLIC HEALTH

The Government believes that we need action to promote public health, and encourage behaviour change to help people live healthier lives. We need an ambitious strategy to prevent ill-health which harnesses innovative techniques to help people take responsibility for their own health.

- We will give local communities greater control over public health budgets with payment by the outcomes they achieve in improving the health of local residents.
- We will give GPs greater incentives to tackle public health problems.
- We will investigate ways of improving access to preventative healthcare for those in disadvantaged areas to help tackle health inequalities.
- We will ensure greater access to talking therapies to reduce long-term costs for the NHS.

26. SCHOOLS

The Government believes that we need to reform our school system to tackle educational inequality, which has widened in recent years, and to give greater powers to parents and pupils to choose a good school. We want to ensure high standards of discipline in the classroom, robust standards and the highest quality teaching. We also believe that the state should help parents, community groups and others come together to improve the education system by starting new schools.

- We will promote the reform of schools in order to ensure that new providers can enter the state school system in response to parental demand; that all schools have greater freedom over the curriculum; and that all schools are held properly to account.
- We will fund a significant premium for disadvantaged pupils from outside the schools budget by reductions in spending elsewhere.
- We will give parents, teachers, charities and local communities the chance to set up new

schools, as part of our plans to allow new providers to enter the state school system in response to parental demand.

- We will support Teach First, create Teach Now to build on the Graduate Teacher Programme, and seek other ways to improve the quality of the teaching profession.
- We will reform the existing rigid national pay and conditions rules to give schools greater freedoms to pay good teachers more and deal with poor performance.
- We will help schools tackle bullying in schools, especially homophobic bullying.
- We will simplify the regulation of standards in education and target inspection on areas of failure.
- We will give anonymity to teachers accused by pupils and take other measures to protect against false accusations.
- We will seek to attract more top science and maths graduates to be teachers.
- We will publish performance data on educational providers, as well as past exam papers.
- We will create more flexibility in the exams systems so that state schools can offer qualifications like the IGCSE.
- We will reform league tables so that schools are able to focus on, and demonstrate, the progress of children of all abilities.
- We will give heads and teachers the powers they need to ensure discipline in the classroom and promote good behaviour.
- We believe the most vulnerable children deserve the very highest quality of care. We will improve diagnostic assessment for schoolchildren, prevent the unnecessary closure of special schools, and remove the bias towards inclusion.
- We will improve the quality of vocational education, including increasing flexibility for 14–19 year olds and creating new Technical Academies as part of our plans to diversify schools provision.

- We will keep external assessment, but will review how Key Stage 2 tests operate in future.
- We will ensure that all new Academies follow an inclusive admissions policy. We will work with faith groups to enable more faith schools and facilitate inclusive admissions policies in as many of these schools as possible.

27. SOCIAL ACTION

The Government believes that the innovation and enthusiasm of civil society is essential in tackling the social, economic and political challenges that the UK faces today. We will take action to support and encourage social responsibility, volunteering and philanthropy, and make it easier for people to come together to improve their communities and help one another.

- We will support the creation and expansion of mutuals, co-operatives, charities and social enterprises, and enable these groups to have much greater involvement in the running of public services.
- We will give public sector workers a new right to form employee-owned co-operatives and bid to take over the services they deliver. This will empower millions of public sector workers to become their own boss and help them to deliver better services.
- We will train a new generation of community organisers and support the creation of neighbourhood groups across the UK, especially in the most deprived areas.
- We will take a range of measures to encourage charitable giving and philanthropy.
- We will introduce National Citizen Service. The initial flagship project will provide a programme for 16 year olds to give them a chance to develop the skills needed to be active and responsible citizens, mix with people from different backgrounds, and start getting involved in their communities.
- We will use funds from dormant bank accounts to establish a 'Big Society Bank', which will provide new finance for

neighbourhood groups, charities, social enterprises and other non-governmental bodies.

- We will take a range of measures to encourage volunteering and involvement in social action, including launching a national day to celebrate and encourage social action, and make regular community service an element of civil service staff appraisals.

28. SOCIAL CARE AND DISABILITY

The Government believes that people needing care deserve to be treated with dignity and respect. We understand the urgency of reforming the system of social care to provide much more control to individuals and their carers, and to ease the cost burden that they and their families face.

- We will establish a commission on long-term care, to report within a year. The commission will consider a range of ideas, including both a voluntary insurance scheme to protect the assets of those who go into residential care, and a partnership scheme as proposed by Derek Wanless.
- We will break down barriers between health and social care funding to incentivise preventative action.
- We will extend the greater roll-out of personal budgets to give people and their carers more control and purchasing power.
- We will use direct payments to carers and better community-based provision to improve access to respite care.
- We will reform Access to Work, so disabled people can apply for jobs with funding already secured for any adaptations and equipment they will need.

29. TAXATION

The Government believes that the tax system needs to be reformed to make it more competitive, simpler, greener and fairer. We need to take action to ensure that the tax framework better reflects the values of this Government.

- We will increase the personal allowance for income tax to help lower and middle income earners. We will announce in the first Budget a substantial increase in the personal allowance from April 2011, with the benefits focused on those with lower and middle incomes. This will be funded with the money that would have been used to pay for the increase in employee National Insurance thresholds proposed by the Conservative Party, as well as revenues from increases in Capital Gains Tax rates for non-business assets as described below. The increase in employer National Insurance thresholds proposed by the Conservatives will go ahead in order to stop the planned jobs tax.
- We will further increase the personal allowance to £10,000, making real terms steps each year towards meeting this as a longer-term policy objective. We will prioritise this over other tax cuts, including cuts to Inheritance Tax.
- We will also ensure that provision is made for Liberal Democrat MPs to abstain on budget resolutions to introduce transferable tax allowances for married couples without prejudice to the coalition agreement.
- We will reform the taxation of air travel by switching from a per-passenger to a per-plane duty, and will ensure that a proportion of any increased revenues over time will be used to help fund increases in the personal allowance.
- We will seek ways of taxing non-business capital gains at rates similar or close to those applied to income, with generous exemptions for entrepreneurial business activities.
- We will make every effort to tackle tax avoidance, including detailed development of Liberal Democrat proposals.

- We will increase the proportion of tax revenue accounted for by environmental taxes.
- We will take measures to fulfil our EU treaty obligations in regard to the taxation of holiday letting that do not penalise UK-based businesses.
- We will review the taxation of non-domiciled individuals.

30. TRANSPORT

The Government believes that a modern transport infrastructure is essential for a dynamic and entrepreneurial economy, as well as to improve well-being and quality of life. We need to make the transport sector greener and more sustainable, with tougher emission standards and support for new transport technologies.

- We will mandate a national recharging network for electric and plug-in hybrid vehicles.
- We will grant longer rail franchises in order to give operators the incentive to invest in the improvements passengers want – like better services, better stations, longer trains and better rolling stock.
- We will reform the way decisions are made on which transport projects to prioritise, so that the benefits of low carbon proposals (including light rail schemes) are fully recognised.
- We will make Network Rail more accountable to its customers.
- We will establish a high speed rail network as part of our programme of measures to fulfil our joint ambitions for creating a low carbon economy. Our vision is of a truly national high speed rail network for the whole of Britain. Given financial constraints, we will have to achieve this in phases.
- We support Crossrail and further electrification of the rail network.
- We will turn the rail regulator into a powerful passenger champion.

- We will support sustainable travel initiatives, including the promotion of cycling and walking, and will encourage joint working between bus operators and local authorities.
- We are committed to fair pricing for rail travel.
- We will work towards the introduction of a new system of HGV road user charging to ensure a fairer arrangement for UK hauliers.
- We will stop central government funding for new fixed speed cameras and switch to more effective ways of making our roads safer, including authorising ‘drugalyser’ technology.
- We will tackle rogue private sector wheel clampers.

31. UNIVERSITIES AND FURTHER EDUCATION

The Government believes that our universities are essential for building a strong and innovative economy. We will take action to create more college and university places, as well as help to foster stronger links between universities, colleges and industries.

- We will seek ways to support the creation of apprenticeships, internships, work pairings, and college and workplace training places as part of our wider programme to get Britain working.
- We will set colleges free from direct state control and abolish many of the further education quangos. Public funding should be fair and follow the choices of students.
- We will await Lord Browne’s final report into higher education funding, and will judge its proposals against the need to:
 - increase social mobility;
 - take into account the impact on student debt;
 - ensure a properly funded university sector;
 - improve the quality of teaching;
 - advance scholarship; and

- attract a higher proportion of students from disadvantaged backgrounds.
- If the response of the Government to Lord Browne’s report is one that Liberal Democrats cannot accept, then arrangements will be made to enable Liberal Democrat MPs to abstain in any vote.
- We will review support for part-time students in terms of loans and fees.
- We will publish more information about the costs, graduate earnings and student satisfaction of different university courses.
- We will ensure that public funding mechanisms for university research safeguard its academic integrity.

The deficit reduction programme takes precedence over any of the other measures in this agreement, and the speed of implementation of any measures that have a cost to the public finances will depend on decisions to be made in the Comprehensive Spending Review.

The Government fully supports the devolution of powers to Northern Ireland, Scotland and Wales. As a result of devolution, many decisions made by UK Ministers or in the Westminster Parliament now apply to England only. The Northern Ireland Executive, the Scottish Executive and the Welsh Assembly Government make their own policy on their devolved issues. This document therefore sets out the agreed priorities for the Coalition Government in Westminster.

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