

**CARLISLE
CITY COUNCIL**



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RESOURCES OVERVIEW AND SCRUTINY PANEL

Panel Report

Public

Date of Meeting: 18 October 2012

Title: ANNUAL REVIEW OF PARTNERSHIPS 2011/12

Report of: Director of Resources

Report reference: RD41/12

Summary:

This report provides information relating to the Council's Partnership arrangements, the categorisation of partnerships and the monitoring of the main aims and objectives over the 2011/12 financial year.

Recommendations:

Members are asked to consider the content of this report, the method of evaluation and further note the progress of the council's partnership arrangements.

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

CITY OF CARLISLE

To: Resources Overview and Scrutiny Panel
18 October 2012

RD41/12

ANNUAL REVIEW OF PARTNERSHIPS

1. INTRODUCTION

This report is intended to provide Members with an overview of the arrangements for monitoring the Council's partnership activities. It incorporates the type and number of arrangement in place and further provides an evaluation of the main aims and objectives of each partnership.

This report does not provide in-depth analysis of each partnership given that most are reported individually to various panels and boards throughout the council. It does however; provide a summary of each arrangement with an emphasis on the major or significant partnership arrangements active in 2011/12.

2. BACKGROUND INFORMATION

- 2.1 Working in partnership has become central to the work of modern local authorities in achieving wider strategic objectives. The number and range of partnerships has grown in recent years in response to central Government requirements and as a result of local responses to particularly challenging issues.
- 2.2 Partnership working in the public sector has become commonplace as more and more agencies work together to tackle complex problems which cannot be resolved by one agency working in isolation. The Council recognises that effective partnership working enhances the Council's capacity to deliver services to the community more efficiently and effectively. It can also be an important tool in support of the Council's community leadership role.
- 2.3 Underpinning partnership working is the view that:
 - Users are not really concerned with who provides services only that they can access services in their locality that meet their often multiple needs in a seamless way
 - Certain client groups require services from a number of organisations in order to meet their needs
 - Desired policy outcomes can only be achieved by co-ordinated actions from public bodies and others working together

2.4 Partnership Definition

- 2.4.1 The term partnership as defined by Carlisle City Council relates to the Council working collaboratively with other public bodies, voluntary and community organisations and businesses on a range of issues. This offers the Council the opportunity of increasing the level of participation in decision-making and widens the opportunities for inclusion and local community governance.
- 2.4.2 Working in partnership is no longer just an ideological choice and has been recognised as the only way to bring sufficient capacity to bear upon the issues exercising the minds of those charged with making Carlisle the place it deserves to be.

2.5 Partnership Classification

- 2.5.1 The Council needs to ensure that all partnerships have clear terms of reference, clear goals, exit strategies, robust monitoring measures and that all partners have defined roles.
- 2.5.2 All partnerships fall into a range of types and will evolve over time. What might start out as parties coming together to agree joint outcomes and working arrangements can develop into a new stand-alone entity, legally separate from the parent partners.
- 2.5.3 The Council currently has four types of partnership classification i.e.
- Significant Partnerships – these have defined goals to achieve, have funding attached, their aims and objectives are shared, outcomes are delivered and benefits can be measured. Significant partnerships have funding over £70,000. (In 2010/11 the Audit Committee agreed to include all Shared Service arrangements within the Significant Partnership category. Subsequently the two outsourced functions, Tullie House Trust and Carlisle Leisure were also added to this category for monitoring purposes).
 - Minor Partnerships – have defined goals to achieve, funding is attached and aims and objectives are shared, their outcomes are delivered and benefits are measured. Minor partnerships have funding under £70,000.
 - Member Partnerships - are classified as purely advisory with no funding attached. They may be aimed at a strategic level and have been set up to govern smaller partnerships, which deliver actual outcomes.

- Participatory Partnerships - are not true partnerships but are included for clarity. These are where grant funding is provided by the Council, usually with other external bodies to local associations, groups and initiatives (e.g. Community Centres).

2.5.4 For clarification purposes there exists a common misconception that arrangements where grant funding is provided by the Council, often alongside other external bodies, to local associations, groups and initiatives (e.g. Community Centres) are regarded as partnerships. Similarly, there are examples where the Council has effectively contracted out a service to an external provider and although the provider continues to support the achievement of the Council's aims and objectives (e.g. Carlisle Leisure Ltd) they are not partnerships.

2.5.5 Whilst these are entities which the Council has an interest in and may often include voting/nomination rights, they are not considered true partnerships because the Council cannot demonstrate that its involvement is wholly intentional in order to directly meet specific corporate aims and objectives, or that the arrangement is in fact of a contractual nature.

2.6 Partnership Monitoring and Annual Reviews

2.6.1 The Executive is responsible for approving delegations, including frameworks for partnerships and is the focus for forming partnerships with other local public, private voluntary and community sector organisations to address local needs. The Executive can delegate functions, including those relating to partnerships, to officers and these are set out in the scheme of delegation that forms part of the Council's constitution.

2.6.2 The Council monitoring officer must consider the overall corporate governance arrangements and legal issues when arranging contracts with external bodies and must further ensure that the risks have been fully appraised before agreements are entered into with external bodies. Similarly, the Director of Resources is responsible for promoting and maintaining the standards of conduct with regard to financial administration that apply throughout the Council and must ensure that partnership accounting arrangements are satisfactory.

2.6.3 Directors are responsible for ensuring that appropriate approvals are obtained before any negotiations are concluded in relation to work with external bodies

2.6.4 The responsibility for each partnership lies within the directorate concerned and whilst the ultimate responsibility sits at Director level, the responsibility for setting up and managing a partnership and monitoring and reporting on performance is usually undertaken by a nominated operational lead officer. Financial Services and Legal Services provide advice and guidance on partnership matters.

- 2.6.5 A central Partnerships register incorporating details of all partnerships is maintained by Financial Services; the 2011/12 register currently contains 22 entries of which 7 are categorised as significant. These significant partnerships are listed in **Appendix A**.
- 2.6.6 As with any other activity a partnership needs to be reviewed periodically. The Council undertakes two partnership reviews per year; an annual report is issued in September which considers the performance of all partnerships covering the previous financial year and a six-monthly review on significant partnerships is issued in December to ensure the Council's involvement is still relevant and that each is delivering the required outputs, and that outcomes and successes can be clearly demonstrated and are geared to meeting the Council's aims and objectives.
- 2.6.7 The Council currently has 7 significant partnerships including 3 shared service arrangements and 2 other contracted services; the annual review procedure requires the lead officer of each partnership to provide information on key monitoring questions, which relate to performance monitoring and risk assessment. The review aims to ensure the partnership is delivering its aims, continues to meet Council priorities, and considers risk, financial performance and funding. It also ensures an exit strategy exists. Where an external review has been undertaken by a funding body or nominated external auditor the outcomes of that review are subsequently recorded for scrutiny.
- 2.6.8 All significant partnership reviews have been completed for 2011/12 and a summary of the outcomes of each is attached for information at **Appendix B**.
- 2.6.9 Information provided in Appendix B and B(1) identifies progress against the following elements:
- The type of agreement in place
 - The main functions of the partnership
 - Funding and the Council's contribution
 - Evidence of Value for Money
 - Delivering Council Priorities
 - Performance Targets
 - Customer Satisfaction
- 2.6.10 The overall conclusion to be drawn from the information provided by lead officers is that each partnership has different roles and priorities but each has a system of monitoring in place which allows for the early notification of issues which could become problematical and will enable actions to be taken to address these issues before they develop further.

2.6.11 A summary of all non-significant partnership responses are also attached and the content illustrates varying degrees of detail but identifies that each has a formal system of control, is providing benefits towards the council's objectives, supports the wider community and provides direct or indirect benefits. Details can be found at **Appendix C**.

3. Conclusion

- 3.1 In general terms the performance of each partnership is measured by the attainment of objectives and targets however, in a number of these arrangements the base targets and output requirements are un-determined the purpose of the partnership is unspecific or the partnership is too young to have sufficient evidence with which to accurately monitor performance.
- 3.2 The information attached illustrates the performance of each significant partnership throughout 2011/12 and indicates their adherence to the main aims and objectives set out in the original arrangement. All other partnerships have different acceptance criteria however; in the main the three minor partnerships have achieved their individual objectives.
- 3.3 The member category is purely advisory with no council funding attached however; some if not all appear to be achieving their main aims and objectives and are seen to be long term arrangements and part of the Council's future plans and priorities.
- 3.4 Participatory partnerships in 2011/12 number 4 and include the Business Improvement District. These arrangements are further examples of services the Council supports in the community.

4. CONSULTATION

- 4.1 Consultation to Date.
Directorates and lead Partnership officers have provided evidence and information to substantiate the evaluation and findings of this report; a copy of each response is available if requested.
- 4.2 Consultation proposed.
This report is provided for information purposes.

5. RECOMMENDATIONS

- 5.1 Members are asked to consider the content of this report, the method of evaluation and further note the progress of the council's partnership arrangements.

6. REASONS FOR RECOMMENDATIONS

A partnership policy was agreed by council which specifically states the need to draw up a business case and identify risks before entering into a partnership and to complete an annual review to monitor it on an ongoing basis.

7. IMPLICATIONS

- Staffing/Resources – Not applicable.
- Financial – Included in the report.
- Legal – Included in report.
- Corporate – Included in report.
- Risk Management – Risk management arrangements are a central question in the evaluation procedure and are included in the report.
- Equality Issues – Included in report.
- Environmental – Included in report.
- Crime and Disorder – Included in report.
- Impact on Customers – Included in report.
- Equality and Diversity – Included in report

Impact assessments

Does the change have an impact on the following?

Equality Impact Screening	Impact Yes/No?	Is the impact positive or negative?
Does the policy/service impact on the following?		
Age	Yes	Positive
Disability	Yes	Positive
Race	Yes	Positive
Gender/ Transgender	Yes	Positive
Sexual Orientation	Yes	Positive
Religion or belief	Yes	Positive
Human Rights	Yes	Positive
Health inequalities	Yes	Positive
Rurality	Yes	Positive

If you consider there is either no impact or no negative impact, please give reasons:

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If an equality Impact is necessary, please contact the P&P team.

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Number and Type of Significant Partnerships in 2011/12

Type	Name	Main functions/objectives
Significant	Carlisle Partnership	The principal objective of the Carlisle Partnership is to develop and deliver the Community Strategy for Carlisle. In line with government guidance, the Partnership brings together a range of key stakeholders to discharge this statutory duty on behalf of the city council. An extensive description of the objectives of the Partnership is detailed in the constitution.
	Cumbria Strategic Waste Partnership	To promote more focused and coordinated cross council working with regard to waste minimisation and recycling and to realise significant savings by working together. To also give the Council tax payers of Cumbria the best value for money.
Shared Service	ICT Connect - Allerdale Borough Council and Carlisle City Council	The provision of hardware infrastructure, software development and implementation and technical support services
	Revenues & Benefits – Allerdale District Council, Copeland Borough Council & Carlisle City Council.	Provision of Revenues and Benefits services on behalf of the 3 Council's within the Partnership
	Internal Audit	To fulfil regulation 6 of the Accounts & Audit Regulations 2011 – to undertake an adequate and effective internal audit function. To discharge the functions relating to audit services as set out in schedule 4 of the agreement. As a result of the transformation process at Carlisle, the main objective was to increase management capacity within the team given the revised management structure (HOS leaving and funding for the principal auditor reduced) as opposed to the achievement of financial savings (savings of £2,500 increasing to £5,000 per annum).

Other Contract Services	Tullie House Trust	<p>Leading cultural, arts & heritage centre for Carlisle and Cumbria.</p> <p>For the Trust to become a sustainable independent organisation.</p>
	Carlisle Leisure	<p>Managing agent for City Council sports & leisure facilities – The Sands Centre, Carlisle Pools, Stony Holme Golf, Swifts Golf, St James Park, Sheepmount athletics & football, Bitts Park tennis.</p>

	What type of Agreement is in place?	Is the function of the Partnership Statutory?	Who is the Accountable Body?	How is the Partnership Funded?	What is the current financial position at the end of 2011/12?	What evidence is available to confirm Value for money/Customer Satisfaction?
Carlisle Partnership	The Carlisle Partnership is the Local Strategic Partnership for Carlisle. It is bound by a constitution agreed by all partners at its AGM.	NO	Carlisle City Council	Annual Contribution from Carlisle City Council of £62,400	2011/12 including £7,700 carry forward Budget = £62,400 Costs at Period 12 = £62,471 Budget Variance = £ 71	Value for money profiles exist for partner organisations to assess value for money of services. These form the basis of value for money assessment of the Partnership; no separate or specific profiles exist for the Partnership, although the Executive are asked to continually challenge all partners to ensure that activities are being delivered in the most efficient way.
Cumbria Strategic Waste Partnership	Memorandum of Understanding signed by members in 2006	No	Cumbria County Council	No Direct Funding. Officer and portfolio holder time only.	N/A	Reduction in waste to Land-fill, increased recycling.

<p>ICT Connect</p>	<p>Legal contract supplemented by a separate staff transfer agreement</p>	<p>No</p>	<p>Allerdale Borough Council</p>	<p>Carlisle City Councils budget = £1,437,500</p> <p>Allerdale Councils budget = £1,200,115</p> <p>Apportioned CCC 54.5%</p> <p>ABC 45.5%</p>	<p>Total 2011/12</p> <p>Budget = £2,637,615</p> <p>Costs at P12 = £2,373,098</p> <p>Budget Variance = £(264,517)</p> <p>Savings CCC = £144,162</p> <p>ABC = £120,355</p>	<p>The two partner representatives are responsible for informing their organisations of the activities and achievements of ictCONNECT. In addition, the Shared ICT Services Manager will brief directly the SMT of both Councils.</p> <p>Customer Satisfaction Surveys are carried out Annually.</p>
<p>Revenues & Benefits</p>	<p>Administrative, Service Level and Staff Transfer Agreements</p>	<p>Yes</p>	<p>Carlisle City Council</p>	<p>DWP Benefit Administration Subsidy/ Recession Funding 2011/12 = £2,080,473</p> <p>Direct contributions from Partner Council's = £3,409,500</p> <p>35% Allerdale</p> <p>28% Copeland</p> <p>37% Carlisle.</p>	<p>Carlisle 2011/12</p> <p>Budget = £1,268,500</p> <p>Costs at Period 12 = £1,266,948</p> <p>Budget Variance = £(1,552)</p>	<p>Benchmarking comparison with Cipfa nearest neighbour groups. Performance is reviewed quarterly and reported to the Joint operational board. Monthly performance is also reported using a detailed report to track service performance in a number of areas.</p> <p>Customer Satisfaction is not currently measured.</p>

<p>Audit</p>	<p>Legal contract supplemented by a separate staff transfer agreement</p>	<p>Yes</p>	<p>Cumbria County Council</p>	<p>Contributions from partners: CCC £641,470 Carlisle £106,900 Copeland £126,479</p>	<p>Carlisle Budget plus carry forward of £9,500 = £116,400 Costs at Period 12 = £ 114,442 Budget Variance = £(1,958)</p>	<p>Completion of all outcomes on time and within budget in terms of time allocated and actual time taken. Strategic Board did not meet in 2011/12. Currently there is no satisfaction feedback from audit customers/clients. This will be addressed in 2012/13.</p>
<p>Tullie House</p>	<p>Legal contract supplemented by a separate staff transfer agreement</p>	<p>No</p>	<p>The trust has its own Financial arrangements.</p>	<p>City Council contribution is £1,246,800 per annum</p>	<p>17/03/2011 – 31/03/2012 Incoming Resources Income £2,178,835 Funds Generated £62,379 Investments £2,446 Charitable Resources £94,137 Total = £2,337,797 Resource Expenditure</p>	<p>3 year business plan was agreed by Full Council on 10/01/2012. A full performance framework and targets were agreed jointly between Trust Management and the Director of Community Engagement.</p>

					Shop Trading £24,785 Charitable activities £717,838 Support Costs £962,826 Governance costs £51,934 Total = £1,757,383 Net Incoming Resources £580,414	
Carlisle Leisure	Legal contract supplemented by a separate staff transfer agreement	No	CLL is a Limited Company	City Council Contribution = £765,000 per annum. Additional Contributions 2011/12 = £27,000 Self Generated £1,750,000	Information not provided as CLL consider this to be commercially sensitive	City Council Officers (CCC) meet Chief Exec & Area Manager of CLL quarterly to discuss performance. Performance Report is discussed at the CLL Board. Targets agreed at quarterly meeting.

	Is the Partnership delivering Council Priorities?	Are Targets aimed at Improving Performance?	How is the partnership held accountable for performance and to whom does it report?	How is Customer Satisfaction Measured?
Carlisle Partnership	The Community Plan is directly linked to the Council’s Corporate Plan and has specific elements aimed at supporting economic growth and improving the environment for local residents.	Yes – agreed by the Executive and the Full Partnership Forum, expressed in the Community Strategy, monitored by Partnership Executive and reviewed annually at the AGM.	The partnership is a collective coalition of agencies across the district, it holds itself to account for its performance	The Partnership is wholly funded through Carlisle City Council. Its finances are monitored in line with Council practices and is expected to continue working as long as its outcomes meet the strategic aims and objectives of the Council
Cumbria Strategic Waste Partnership	The partnership has provided significant revenue and capital funding to the Council for waste minimisation initiatives. The aims of the partnership accord with the Councils aims.	Yes – All partners set and agree targets	The partnership meets regularly and minutes are circulated to the Council executive.	All Cumbrian Councils are members and provide regular feedback

ICT Connect	Continued attainment of budgetary savings and agreed service developments	The service is currently implementing the SOCITM Key Performance Indicators which will be in place for April 2012. The KPI's have been agreed by the Strategic and Operational Board.	Both the Strategic and Operational Boards receive regular reports on the performance of the service.	Customer Satisfaction Surveys are completed annually.
Revenues & Benefits	Statutory service delivery meets service performance targets	Performance is considered by the Joint Operational Board who are responsible for agreeing and setting targets.	Service Performance is reported to the Joint Operational Board and Strategic Board of the Partnership. In turn the performance measures are reported to the relevant committees at each Partner through the respective Corporate reporting mechanisms. As required attendance by the Partnership Manager is available to all Partner's at Management or Committee meetings to account for performance.	Through updates and reports provided to the Joint Operational Board and strategic Board as required.
Audit	Core work of the Council in fulfilling its statutory requirements.	Targets are yet to be developed by the Strategic Board. When provided these will be monitored by the Operational Board.	The shared service operational board oversees performance and provides client feedback.	Quarterly monitoring of the annual Audit Plan is contained within the progress reports received by senior management and the Audit Committee. These measure progress against the Carlisle audit plan.

<p>Tullie House</p>	<p>The Council has board membership</p>	<p>Some targets were included in the Business Plan. They were suggested at the Tullie House Trust Board and agreed by the City Council.</p> <p>A full performance framework has been developed in conjunction with Council Policy & Communications Team and Tullie House management.</p>	<p>THT must obtain City Council’s approval prior to incurring any costs relating to the Museum which has not already been included in the Business Plan.</p> <p>Quarterly financial reports are included in the performance meetings.</p>	<p>Customer feedback cards available in Tullie House reception area.</p> <p>Annual survey will be conducted in conjunction with City Council</p>
<p>Carlisle Leisure</p>	<p>The Council has board membership</p>	<p>Under performance is discussed at quarterly meeting but usually CLL are aware and have things in place to resolve. CE Director & CLL Chief Exec discuss regularly.</p>	<p>See above – quarterly performance meeting. Community Engagement Director, Policy & Performance Officer, Communities, Housing & Health Manager, CLL Chief Exec, CLL Area Manager (North) attend</p>	<p>Customer feedback cards, mystery shopper visits, annual sports facility survey, Quest assessment</p>

Type	Partnership	Objectives & Aims	Council/ Other Funding	Planned Outcomes	Is the partnership delivering original Objectives	Role of the Council	Duration
Minor	Carlisle and Eden Crime and Disorder Reduction Partnership	<p>The CDRP is bound by a constitution agreed by all partners at its AGM.</p> <p>To Fulfil the requirements as set out in the crime and Disorder Act 1998 and police and Justice Act 2006.</p> <p>To produce an annual strategic assessment and Partnership plan that directs the partnership in reducing crime, disorder and substance misuse throughout Carlisle and Eden.</p>	Contribution from partners with £30,000 of the total £76,985 being provided by Carlisle City Council	Ongoing crime reduction through evaluated projects.	<p>Yes</p> <p>It is reducing crime and having a positive effect on the economy. It is also reducing anti-social behaviour and enviro-crime improving the local environment.</p>	<p>The work of the CDRP is directly linked to the corporate plans of both Carlisle and Eden Council's.</p> <p>The partnership reports to both Carlisle and Eden scrutiny panels and also to the joint scrutiny panel.</p> <p>In addition the partnership also reports performance exceptions to the County wide thematic partnership</p>	Ongoing since 1998

Minor	Making Space for Water	A cross Government programme charged with developing the strategy for coastal erosion risk management in England. To manage the risks from flooding by employing an integrated portfolio of approaches which reflect both national and local priorities	DEFRA and Cumbria County Council apply for funding when required. In 2011/12 Officer Time Only	To reduce the threat of flooding to properties.	Yes	Manage the Programme and is responsible for funds	Ongoing
Minor	Carlisle Tourism Partnership Ltd	Support the growth and development of tourism in the areas of urban and rural Carlisle	£90,000 Annual contribution from Carlisle CC	Increased investment in tourism accommodation and attractions. Increase in conference facilities, Events etc.		Board meets once per quarter to monitor progress of agreed action plan	Ceased in May 2011
Member	Settle/Carlisle Railway Development Company	Promotion of Tourist Facility	Subscription £1,600	Increase Tourism	Yes	Council nominee on Board	Ongoing

Member	Carlisle Equality & Diversity Group	The Prevention of discrimination	Officer time only	Encourage Community Cohesion and breakdown negative stereotypes and attitudes while promoting the positive and raising aspiration and sense of ownership and pride in the area.	Yes	Officer Chairs the Group	Ongoing
Member	Chances Park	Renovation of Chances Park	Initial Contribution of £47,000 in 2007/08	Renovated Park providing enhanced amenity value for the people of the area.	Yes	Advisory and to Act as the Accountable body during the Renovation works.	2015

Member	Development of Sub-Regional Choice Based Lettings	To deliver on a sub regional basis a choice based lettings scheme for accessing social rented housing by clients seeking housing in Cumbria	In 2007 the partnership was set up with funding from the Government of £100,000 a range of Local Authorities contributed £90,000 and other Housing Associations £30,000 No current contribution is made by the City Council.	Delivery of a country wide letting system for social housing which allows applicants to bid for properties that social landlords have as empty and are ready to let.	Yes	One of 4 local authority strategic housing authorities and one of 13 partners	Will end in 2015
Member	Play Partnership	Working in partnership and reflecting the diversity of communities both urban and rural.	Officer Time only	The partnership aims to ensure that all children and young people have access to quality play opportunities, activities and environments	Yes	Secretariat and Advisor – facilitating meetings, preparing agendas, organisation and taking minutes. Oversee the implementation of	Ongoing

						play strategy and evaluate any funding projects.	
Member	Riverside Partnership	The Provision of affordable rented accommodation	Officer Time only	Joint Working incorporating property development, adaptations, lettings.	Yes - but under review	Board Membership via Nomination	Ongoing
Member	Solway Firth Partnership	Secure an environmentally sustainable future for the Solway Firth Area	Annual Subscription £750.00	A significant contribution to sustainable development and environmental protection through supporting integrated marine and coastal planning and management.	Yes	Council is a corporate member. 1 Councillor attends each board meeting. CCC entitled to 5 votes	Ongoing

Member	West Cumbria Managing Radio Active Waste Safely	To make recommendations to Allerdale, Carlisle, Copeland and Cumbria County Councils	Officer Time only			Carlisle Council attend as an observer	Ongoing
Participatory	Carlisle Law Centre	Providing Free Legal Advice to the Community	Annual Grant £87,600				Ongoing
Participatory	Citizens Advice Centre		Annual Grant £54,700				Ongoing
Participatory	Community Centres	To provide support to the Community	Annual Grant 2011/12 £326,500				Ongoing
Participatory	Business Improvement District	Continuing development of Carlisle's visitor economy and City Centre	Officer Time Only	Create City Centre Management Company	Continuing improvement and viability of Carlisle City Centre	City Council acting as overall project manager.	Subject to outcome of Ballot