

Resources Overview and Scrutiny Panel

Agenda Item:

A.3

Meeting Date: 29th August 2013
 Portfolio: Cross Cutting
 Key Decision: Not Applicable:
 Within Policy and Budget Framework YES
 Public / Private Public

Title: ANNUAL PARTNERSHIPS REVIEW 2012/13
 Report of: Director of Resources
 Report Number: RD24/13

Purpose / 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 2012/13 financial year.

Recommendations:

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

Members are also asked to consider the revised categories and monitoring arrangements to be introduced in 2013/14.

Tracking

Executive:	Not Applicable
Overview and Scrutiny:	Not Applicable
Council:	Not Applicable

1. BACKGROUND

- 1.1 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 arrangements 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 2012/13.

2. PARTNERSHIP

- 2.1.1 Working in partnership has become central to the work of modern local authorities in achieving wider strategic objectives. The number and range of partnerships that are recorded and formally monitored within the Council has grown in recent years. This has two main causes, the first being as a direct response to central Government requirements as a result of local responses to particularly challenging issues, and the second being the introduction of more robust internal monitoring arrangements.
- 2.1.2 It is clear that a number of informal arrangements have existed throughout the council for a number of years and that not all were registered formally or had clear objectives and governance arrangements in place. Most of these are now monitored and their objectives understood. However further work is needed in bringing other collaborative and non-contractual agreements within the Council's internal monitoring and scrutiny arrangements. Senior management is adding monitoring responsibilities to appropriate officer roles within Directorates to address this issue.
- 2.1.3 It is intended that with effect from April 2013 a re-categorisation of all partnership, collaborative and contractual arrangements will commence. The revised categories are attached as **Appendix A** and the half yearly report to be issued in December 2013 will fully incorporate this information.

2.2 Partnership Definition

- 2.2.1 The term "partnership" as defined by Carlisle City Council relates to a formal arrangement where the Council works 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.

2.2.2 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 making Carlisle the place it deserves to be.

2.2.3 A partnership agreement also ensures a degree of openness and transparency and prevents the council being placed at risk.

2.3 Partnership Classification

2.3.1 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.

2.3.2 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.

2.3.3 Up until 31st March 2013, the Council had four types of partnership classification, monitored and reported to elected members 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).

- 2.3.4 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 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 and may publicise a partnership working arrangement with the Council they are not partnerships.
- 2.3.5 Whilst these are entities which the Council has an interest in and can include voting/nomination rights, they are not considered true partnerships because the Council cannot demonstrate that its involvement is wholly intentional and directly meet specific corporate aims and objectives.
- 2.3.6 In addition to the above the Council does favour and openly assist some third sector organisations and obtain external funding on their behalf. Whilst these actions do not fully meet the above partnership definition they are a conscious decision by the Council to meet community needs by a non-contractual, non-partnership, collaborative working arrangement, e.g. The Carlisle and District SPAA Foundation Limited (SPAAF).

2.4 Partnership Monitoring

- 2.4.1 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.
- 2.4.2 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.
- 2.4.3 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.

- 2.4.4 All Directors are responsible for ensuring that appropriate approvals are obtained before any negotiations are concluded in relation to work with external bodies
- 2.4.5 The responsibility for each partnership or working arrangement 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. Where requested Financial Services and Legal Services provide advice and guidance on partnership matters.
- 2.4.6 A central Partnerships register incorporating details of all known partnerships is maintained by Financial Services; the 2012/13 register currently contains only 1 entry which is categorised as significant; however there are other shared service and out-sourced contracts which fall under this definition.

2.5 Annual Review

- 2.5.1 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. As with any other activity a partnership needs to be reviewed periodically.
- 2.5.2 The Council currently undertakes two partnership reviews per year; an annual report is issued in July/August 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 meeting the Council's aims and objectives.
- 2.5.3 In 2012/13 the Council had only 1 significant partnership, 3 shared service arrangements and 2 other contracted out services that fit the definition.
- 2.5.4 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. Where an external review has been undertaken by a funding body or nominated external auditor the outcomes of that review is subsequently recorded for scrutiny.
- 2.5.5 All significant partnership reviews have been completed for 2012/13 and a summary of the outcomes of each is attached for information at **Appendix B**.

2.5.6 Information provided in Appendix B identifies progress against the following elements:

- The type of agreement in place
- The Date of Commencement
- Funding and the Council's contribution
- Delivering Council Priorities
- Performance Targets
- Customer Satisfaction

2.5.7 The overall conclusion to be drawn from the information provided by lead officers is that each partnership reported 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.

2.5.8 A summary of all registered non-significant partnership responses is also attached and the content illustrates 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. CONSULTATION

3.1 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.

3.2 An officer working group led by the Director of Resources and Director of Governance has met to review, re-categorise and revise the monitoring arrangements for partnerships and contracts and these will be effective from 1st April 2013.

4. CONCLUSION AND REASONS FOR RECOMMENDATIONS

4.1 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.

- 4.1.1 The information attached illustrates the performance of each significant partnership throughout 2012/13 and indicates their adherence to the main aims and objectives set out in the original arrangement.
- 4.1.2 All other partnerships have different acceptance criteria however; in the main the two minor partnerships have achieved their individual objectives.
- 4.1.3 The member category is purely advisory with no council funding attached however; most of these arrangements appear to be achieving their main aims and objectives and are seen to be long term arrangements which remain part of the Council's future plans and priorities.
- 4.1.4 Participatory partnerships in 2012/13 number three. These arrangements are examples of services the Council supports in the community on an ongoing basis.
- 4.1.5 Members of the Resources Overview and Scrutiny Panel are recommended to note the content of this report, the governance arrangements currently in place and the revised categorisation proposals and decentralised monitoring arrangements for 2013/14 onwards.

5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

- 5.1 Each partnership as listed has received the appropriate Director's approval prior to creation. The relevant Carlisle plan priorities for each partnership were also considered at the time of inception and Directors are responsible for ensuring that any subsequent changes are refreshed and pertinent to the continuation of the partnership agreement in the longer term.

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**Appendices attached to report: Appendix A – Revised Categories 2013/14
Appendix B – Significant Partnership Review 2012/13
Appendix C – Non Significant Partnership Review 2012/13**

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:

CORPORATE IMPLICATIONS/RISKS:

Chief Executive's – not applicable

Community Engagement – not applicable

Economic Development – not applicable

Governance – The Report explains the proposed revised definitions of the differing types of partnership/contractual arrangements that the Council has. It is important to have clarity in this regard so that the Council is better able to evaluate its commitments and, also, what it may expect from other parties that it is in a relationship with.

Local Environment – not applicable

Resources – included within the main body of the report

Non-Contributory	Those arrangements which have no funding attached are advisory or are termed locally as outside bodies. (Councillor membership)
Contributory Partnership	All arrangements which have funding/contributions attached e.g. Law Centre, Citizens Advice, Community Centres. These should generally, if not always, be governed by an SLA or other Agreement.
Contract	Any legally enforceable agreement for goods, works or services.
Contractual Partnership	<p>Any significant contractual partnership, e.g. CLL.</p> <p>NB: These are significant contracts with other parties during which they are our procured 'partner' of choice but, at the end of any contract a further procurement process is undertaken.</p> <p>Significant - to incorporate any arrangements with funding in excess of £70,000 which have defined goals to achieve, funding attached, their aims and objectives are shared, outcomes are delivered and benefits can be measured.</p>
Shared Service/Outsourced function	<p>Significant Shared Service/delivery of an outsourced function with another public body/body set up for the purpose:</p> <ul style="list-style-type: none"> • Tullie House • Revs and Bens • ICT • Internal Audit <p>NB: The partnerships in this category are freely and directly negotiated with our partners and are not subject to a procurement process.</p>

Significant Partnership Report

Name of Partnership / Activity	Date Commenced	Statutory Function?	City Council Funding %	City Council Annual Contribution £	2012/13 Costs £	Variance £	Financial Accountability	Does An Exit Strategy Exist	Is customer satisfaction Measured	Are Targets set and aimed at Improving Performance	Are Performance Measures Benchmarked	Who does the Partnership / Activity Report to	Does the partnership ensure all organisations are making a significant contribution	Are Senior Officers from all partners represented at Board Level and when do they meet?
Carlisle Partnership	2006	NO	100%	£60,600	£59,168	£1,432	Wholly funded by City Council	NO	NO	YES - Targets are approved by the Executive and are highlighted in the 2011-16 Community plan	YES	Accountable to the Council Executive	YES - Membership is reviewed and refreshed every 3 years. AGM considers partnership business	N/A
Internal Audit Shared Service	2010	YES	12%	£109,663	£109,663	£0	Funded by 4 Cumbrian Councils	YES	YES - via Client evaluation feedback form	YES - Performance reported to Council Audit Committee	YES	An Operational Board and a Strategic Board	N/A	YES - Meetings are meant to be quarterly but only one formal meeting has been held to date
Revenues and Benefits Shared Service	2010	YES	37%	£1,329,350	£1,303,809	£25,541	DWP Funding 53.67% or £1,929,821 - ABC = 35%, CBC = 28%,	NO	NO	YES - Targets set and reported to Operational Board	YES	Monthly report to Operational Board and Quarterly reports to Strategic Board	N/A	Yes - Meetings are monthly to the operational Board and Quarterly to the Strategic Board
ICT - Shared Service	2010	NO	54.92%	£1,644,400	£1,644,400	(Surplus netted off to fund one-off costs and invoices in dispute from 2011)	ABC = 45.08% CCC = 54.92%	YES	YES - via Internal Questionnaire	YES - Targets set and reported to Strategic Board	YES	An Operational Board and a Strategic Board	N/A	Yes - Meetings are monthly to the Operational Board and six monthly to the Strategic Board
Tullie House Trust	2011	NO	59%	£1,260,000			CLL Accountant has advised that 2012/13 Accounts with Organisation Auditors 05/07/2013 CCC = 59% Arts Council Grant = 24% Income Generated = 14% Others = 3%	NO	YES - Feedback Cards, Annual Survey, Monitoring of Complaints	Some Targets are included in the Business Plan. A Performance Framework is in place. However, targets are mostly aspirational and for future years. Other targets are still to be set. New Targets will be agreed jointly with THT and Director of Community Engagement	NO	THT Board and Quarterly Performance Meetings with Director of Community Engagement. Business Plan reported annually to Full Council	YES	N/A
Carlisle Leisure Contract	2002	NO	24%	£800,000			CLL Accountant has advised that 2012/13 Accounts with Organisation Auditors 05/07/2013 CCC = 24% Self Generated Income = 75%	NO	YES - Feedback Cards and annual surveys	Annual Targets are set jointly by CLL and Director of Community Engagement - Also regular meetings occur between CCC Chief Executive and CLL Managing Director	YES	CLL Board is accountable - Financial Information is now received from CLL. Profit/Loss reported Quarterly and full accounts published annually	YES	N/A

Non-Significant Partnerships

Category	Name of Partnership / Activity	Date Commenced	Objectives and Aims	Expected Outcomes	Role of the Council	Other Partnership Members	City Council Contribution 2012/13 £
Minor	Cumbria Tourist Board	1999	Raise profile of tourism and increase visitor stays on Carlisle. Look at best opportunities for joint working.	Increased Investment in tourism accommodation and attractions, Increase in Conference facilities and Events.	1 Councillor on the General Tourism Council 2 Councillors (from 6 councils across Cumbria) on Board which has a total membership of 14.	The purpose of the Partnership is to provide support and guidance to the Executive Board and officers of Cumbria Tourism on the development of the visitor economy in Cumbria. The Partnership is made up of over 50 key players from both public and private sectors.	£4,000
Minor	Solway Firth Partnership	1994	Secure Environmentally sustainable future for the Solway Firth Area		Corporate Member, council contributes £1000 per year to budget . 1 member attends each board meeting , corp member entitled to 5 votes	Allerdale, Annan Salmon Fishery , Copeland, Crown Estate ,Cumb County Council, Dunf & Galloway Council	£1,000
Member	Carlisle Tourism Partnership	2009	Support the growth and development of tourism in the areas of urban and rural Carlisle	Increased Investment in tourism accommodation and attractions, Increase in Conference facilities , Events etc etc	Original Partnership board met once per quarter to monitor progress towards agreed action plan. External Funding Ceased in 2011/12 and the Council is reviewing the role, objectives and focus of Tourism in the City	Originally Cumbria Tourism,Hadrians Wall Heritage Ltd, NWDA	Officer Time Only
Member	Settle Carlisle Railway Development Co	1992	Develop the Railway for Tourism	Increase Tourism	Limited to officer time. Council Nominee on Board	The Settle-Carlisle Railway Development Company was formed in 1992 as limited by guarantee, not for profit partnership to encourage sustainable commercial development. Senior figures in the region formed the company to provide a powerful network to stimulate appropriate development involving all the local authorities and public sector bodies in the region surrounding the railway	Officer Time Only
Member	Crime & Disorder Reduction	1998	Reducing Crime, Disorder, Substance misuse and Anti-Social Behaviour (including environmental ASB) in Carlisle & Eden		The Council is formally represented on the Leadership Group	Eden District Council; Cumbria Police Authority; Cumbria County Council; Cumbria Fire Authority; PCT	Officer Time Only
Member	Carlisle Equality & Diversity Group	2005	Encourage Community Cohesion, Promote equality of service provision and Quality of life for all		City Council set up the partnership, facilitates and chairs meetings	Cumbria County Council, Police, Fire Service, NHS, CVS, CAB, University of Cumbria Carlisle college, Mind, Riverside, Outreach Cumbria, PCT, Action for Blind, Cumbria Multi Cultural Group	Officer Time Only
Member	Chances Park	2007	Renovated park providing enhanced amenity value for the people of the area.		Advisory and to act as the Accountable body - Plus initial contribution of £40,000	Morton Community Centre, Friends of Chances Park	Officer Time only
Member	Cumbria Strategic Waste	2004	To sustainably manage Cumbria's waste. Promote more focused and co ordinated cross council working with regard to waste minimisation and recycling to realise significant savings by working together .	The partnership has provided significant revenue and capital funding to the Council for waste minimisation initiatives. The aims of the partnership accord with the Council's aims.	As a waste collection authority, the Council has a key role to play in helping the Partnership achieve its aims.	Cumbria County Council, Allerdale Borough Council, Barrow Borough Council, Copeland Borough Council, Eden District Council, South Lakeland Borough Council, Environment Agency, North West Recycling Forum	Officer Time Only
Member	Play Partnership	2007	Working in partnership and reflecting the diversity of communities, both urban and rural, the partnership aims to ensure that all children and young people have access to quality play opportunities, activities and environments.	Links to Carlisle Plan Actions	Secretariat & Advisors - facilitating meetings e.g. preparing agenda's, organising meetings and taking and circulating minutes to record all proceedings and resolutions. Oversee implementation of play strategy and monitor and evaluate BIG Lottery projects.	Individuals and groups whose services impact either directly or indirectly on children and young people.	Officer Time Only
Member	The West Cumbria Managing Radioactive Waste Safely Partnership	2009 ended July 2012	To make recommendations to Allerdale , Copeland , and Cumbria County Councils on whether they should participate or not in the Geographical siting process		Carlisle CC is just an observer , no influence over decision making	Allerdale , Copeland , Cumbria County Council	Officer Time Only
Member	Making Space for Water	2009	To improve and resolve Flooding Issues	A cross Government programme charged with developing the strategy for flood and coastal erosion risk management in England. To manage the risks from flooding and coastal erosion by employing an integrated portfolio of approaches which reflect both national and local priorities.	To cooperate with other partners to improve and resolve Flooding issues.	Cumbria County Council and DEFRA	Officer Time Only
Minor	Sub Regional Choice Based Lettings	2007	To deliver on a sub regional basis a choice based lettings scheme for accessing social rented housing by clients seeking housing in Cumbria. The partnership has been awarded Government funding to do this.	Benefits include more choice for customers and those in need, common allocation policies and common list for accessing social housing which are policies that the Council identifies in the Housing Strategy. 5 year partnership due to end 2015	The Council is one of 4 local authority strategic housing authorities in the partnership and is one of the 13 partners for the scheme. One off Capital Contribution of £17,000	Carlisle City Council, South Lakeland District council, Eden District Council, Copeland Borough Council, Cumbria Supporting People (Commissioning Body), Eden Housing Association, Carlisle Housing Association, Impact Housing Association, Home Group, Two Castles Housing Association, South Lakes Housing (ALMO), Derwent & Solway Housing Association	Officer time Only
Member	Riverside	2002	Provision of affordable rented accommodation	Area sof work where both organisations work together including development, adaptations and lettings	Council outsourced the Housing Management function in 2002/3. This partnership relates to the pursuit of joint objectives	Riverside Housing	Officer Time Only
Participatory	Community Centres	2003	To Provide Support to the Community		Funding Provider	Community Centre Committees	£303,900
Participatory	Carlisle Law Centre	Continuous	Providing free legal advice to the community		Funding Provider		£90,100
Participatory	Citizens Advice	Continuous	Provide advice and assistance with legal problems, debt and consumer issues, benefits, housing, legal matters, employment and immigration.		Funding Provider		£54,700