

OXFORDSHIRE PUBLIC SERVICE BOARD - 18 FEBRUARY 2009

**Better Governance and Accountability**  
**Oxfordshire Partnership Governance Review**

**Proposals for the structure of partnerships.**

## **1 Purpose of the review**

In February 2008 the Public Service Board (PSB) commissioned a review of the governance arrangements of the partnerships responsible for the delivery of the targets in the *Oxfordshire 2030* Delivery Plan. The objective is to ensure that partnerships are fit for purpose and in particular to:

- rationalise partnerships to avoid unnecessary and unproductive meetings,
- clarify member roles and officer support arrangements,
- clarify the relationships and accountability between partnerships.

## **2 Consultation**

Mary Harpley (Chief Executive, Cherwell District Council) and David Neudegg (Chief Executive, West Oxfordshire District Council) are leading the review, supported by Paul James (Oxfordshire County Council), Val Johnson (Oxford City Council) and other district council officers.

The group undertook an audit of existing partnerships and their governance between March and July 2008 and reported initial findings to the Public Service Board in September 2008. The Board instructed the group to consult further with partnerships and to make recommendations to the Public Service Board on 18 February 2009.

## **3 Purpose of this report**

This report proposes changes to the structure of thematic partnerships supporting the Oxfordshire Partnership and Public Services Board. (**See Annex 1**)

Further consultation work on the principles of governance, decision making and membership (including the role of elected members) is ongoing and will be brought to the next meeting of the Public Service Board.

## 4 Recommendations

The Public Service Board is asked to:

1. Agree the proposed structure.
2. Receive a further report in April 2009 setting out principles of governance, decision making and membership (including the role of elected members).
3. Receive a further report in June 2009 clarifying the partnership governance and reporting structure for
  - o Homelessness,
  - o Supporting People.

Mary Harpley  
Chief Executive  
Cherwell District Council

David Neudegg  
Chief Executive  
West Oxfordshire District Council)

February 2009

# Annex 1: Proposals for the structure of partnerships

## 1 Proposed partnership structure

It is proposed that the framework of the Oxfordshire Partnership shall include:

1. **The Oxfordshire Partnership Board** – driving the vision for the county;
2. **The Public Service Board** – driving delivery and performance overall;
3. **Thematic Partnerships** – responsible for the following areas of focus and reporting to the Public Service Board on partnership targets :
  - **Spatial Planning and Infrastructure Partnership** – a new partnership that develops the role of the Central Oxfordshire Member Steering Group as a strategic county-wide partnership including housing development, access/transport and commissioning economic strategy and assessments.
  - **Environment and Waste Partnership** – a new strategic partnership with oversight of delivery groups for waste, clean and green, climate change, flooding and biodiversity. The existing waste & environment partnerships would be merged to reflect overlapping interests. However, this partnership is likely to maintain separate delivery / officer support groups to manage particular priorities and targets – the decision will be up to the partnership.
  - **Childrens' Trust.**
  - **Health and Well Being Partnership.**
  - **Safer Communities Partnership.**
  - **Oxfordshire Economic Partnership.**
  - **Stronger Communities Partnership** – developing the existing role of the Oxfordshire Voluntary Sector Development Partnership as an independent strategic partnership for the voluntary, community and faith sectors.

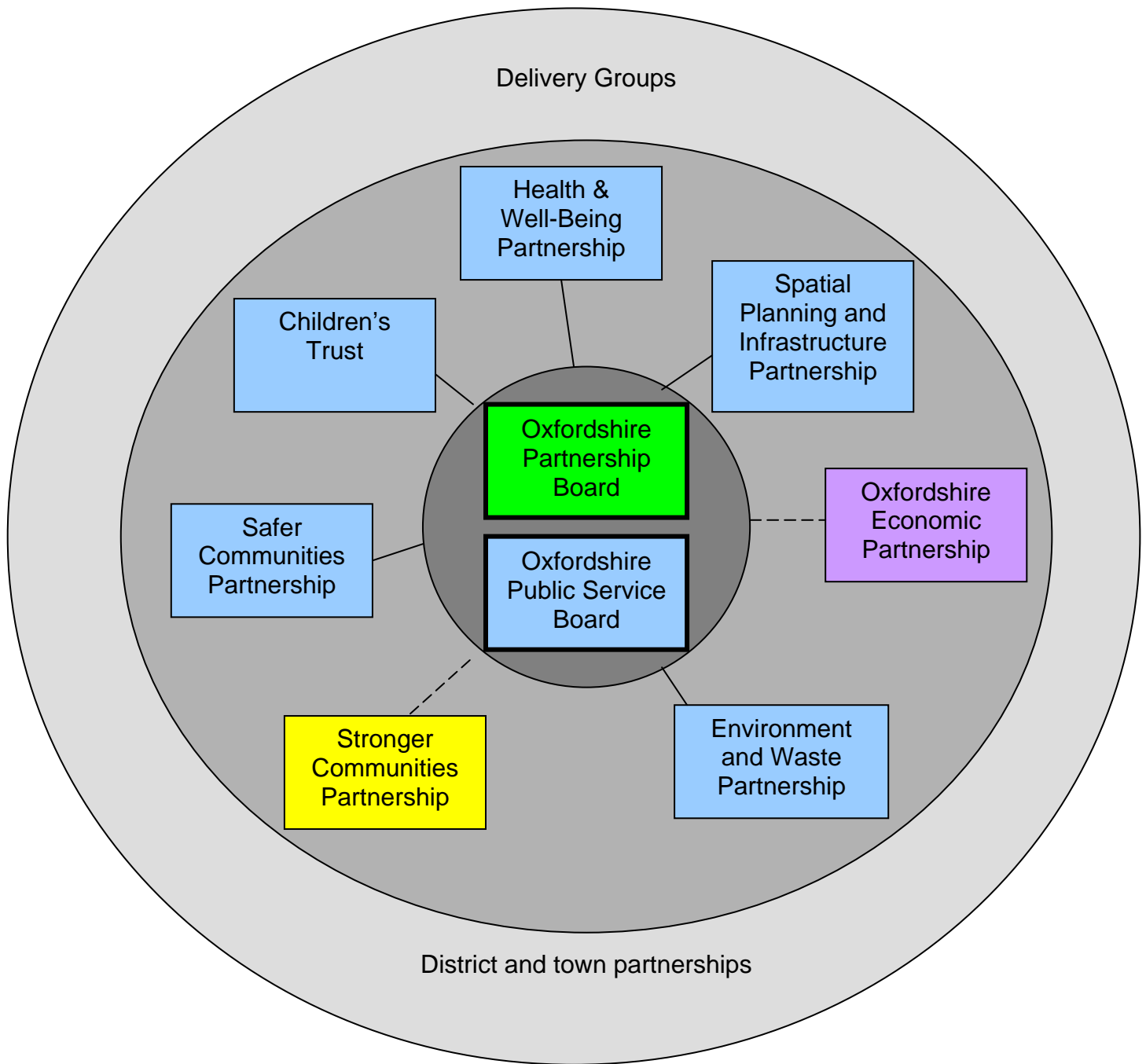
Thematic partnerships may also perform other roles including satisfying statutory requirements (e.g. Children's trust) and management of contractual arrangements (e.g. waste) between organisations. Partnerships will not be responsible to the Public Service Board for these functions which will be overseen by the relevant accountable bodies.

4. Thematic partnerships shall have **delivery groups** in place to undertake the work required to meet the targets for which they are responsible.

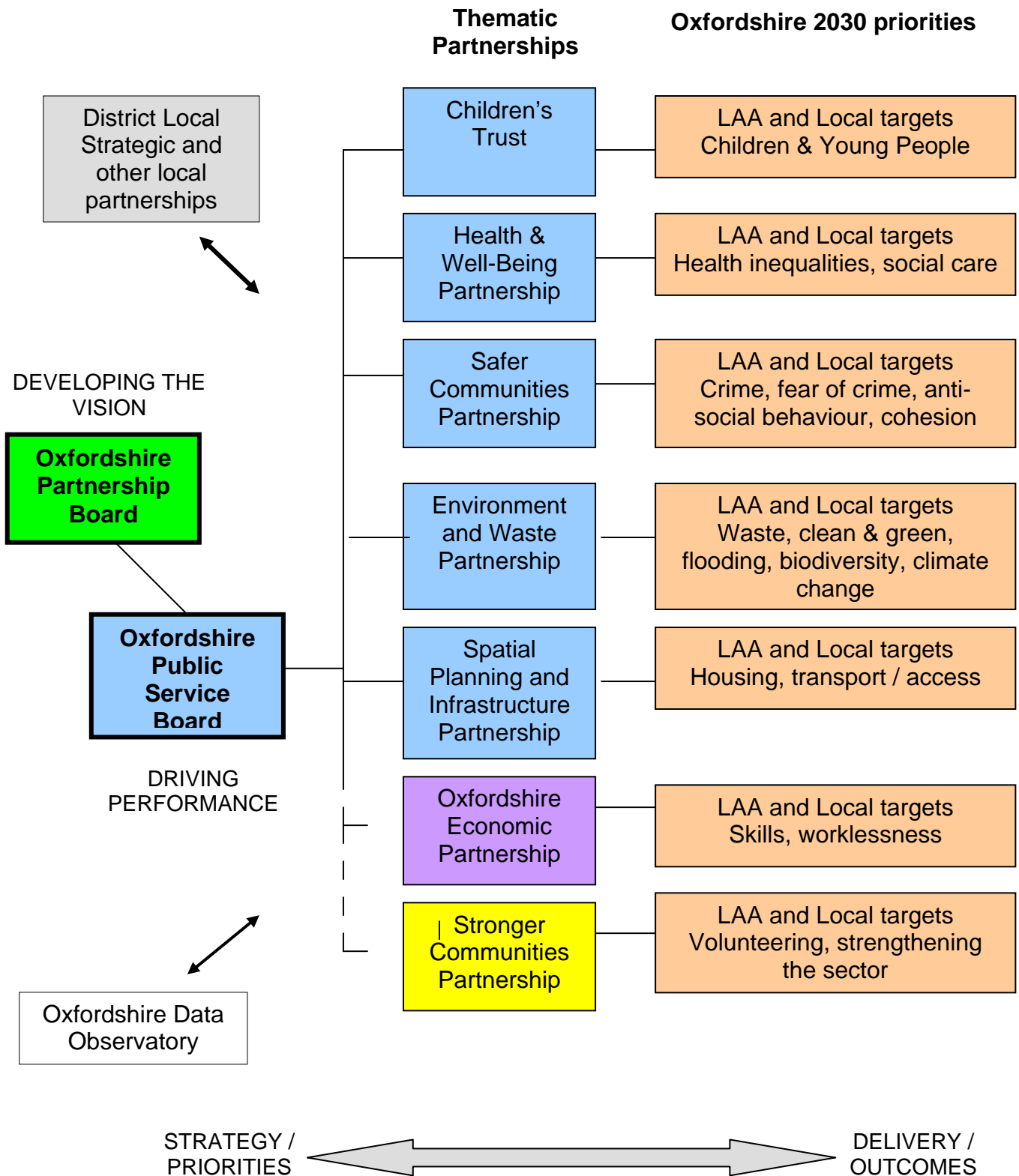
### 5 Further work is required by June 2009 to

- Clarify the partnership governance arrangements for homelessness and supporting people.
- Ensure that Delivery Groups are in place for all targets
- Develop effective links between thematic partnerships and district local strategic partnerships.

## 2 Proposed structure from April 2009



### 3 Thematic partnerships and delivery groups



#### 4 Recommendations – structure and role

Partnership	Recommendations
<p style="text-align: center;"><b>Oxfordshire Partnership Board</b></p>	<ul style="list-style-type: none"> <li>• The Oxfordshire Partnership Board shall continue as a broad and inclusive forum that                             <ul style="list-style-type: none"> <li>○ maintains an overall vision for the county,</li> <li>○ oversees and provides strategic challenge on delivery,</li> <li>○ communicates progress to the public and</li> <li>○ promotes a wider understanding of the big issues and challenges facing the county.</li> </ul> </li> <li>• The Board shall review its membership and chairmanship annually and adopt a clear process for membership selection.</li> </ul>
<p style="text-align: center;"><b>Oxfordshire Public Service Board</b></p>	<ul style="list-style-type: none"> <li>• The Public Service Board drives delivery of targets and is responsible for agreeing how Area Based Grant and LAA Reward Grant are spent to meet targets in the Oxfordshire 2030 Delivery Plan (LAA and local targets)</li> <li>• Thematic partnerships shall be accountable to the PSB for the delivery of targets for which they are responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>• Chairmen of thematic partnerships shall participate in the PSB on a regular basis to report on targets and to advise on issues and achievements.</li> </ul>

Thematic partnership	Recommendations
<p style="text-align: center;"><b>Spatial Planning and Infrastructure Partnership</b></p>	<ul style="list-style-type: none"> <li>• It is proposed that a new district/county local government led partnership is established for strategic spatial and infrastructure planning and the commissioning of economic strategy and assessments.</li> <li>• It is proposed that this partnership shall be a development of the existing Central Oxfordshire Steering Group, including elected members and representatives of key agencies and organisations.</li> <li>• The partnership shall be accountable to the Public Service Board for the targets for which it is responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>• It will be up to the Spatial Planning and Infrastructure Partnership to determine, but there may well be a need for a number of Delivery Groups reporting to this partnership, including:             <ul style="list-style-type: none"> <li>○ <u>Housing Delivery Group</u>, including responsibility for LAA 154 (increase net additional homes), LAA 155 (number of affordable homes), LAA 156 (reduce the number of households in temporary accommodation).</li> <li>○ <u>Transport / Access to Services Delivery Group</u> including responsibility for LAA 175 (increase access to services by public transport etc), LAA 198 (increase % school pupils travelling by walking, cycling by public transport).</li> </ul> </li> </ul>
	<p><u>Housing Partnership.</u></p> <ul style="list-style-type: none"> <li>• The Strategic Planning and Infrastructure Partnership may well decide that the Housing Partnership should become one of its Delivery Groups . Housing development is clearly integral to strategic infrastructure planning. However, further work is needed with Supporting People (see below) to ensure that homelessness and housing for vulnerable groups is effectively managed through the strategic partnership framework. .</li> </ul>
	<p><u>Supporting People</u></p> <ul style="list-style-type: none"> <li>• Supporting people commission services for particularly vulnerable groups and it is proposed that its role is that of a commissioning and delivery group rather than that of a thematic partnership.</li> <li>• It is proposed that decisions are made about governance by June 2009 (see Housing Partnership, above, and also Health and Well Being Partnership, below).</li> </ul>

Thematic partnership	Recommendations
<p><b>Health &amp; Well-Being Partnership</b></p>	<ul style="list-style-type: none"> <li>• The partnership shall                             <ul style="list-style-type: none"> <li>○ further develop links with district / local partnerships to strengthen consultation and engagement on local needs.</li> <li>○ be accountable to the Public Service Board for the targets for which it is responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>○ further develop its ownership of actions which reduce inequalities and break the cycle of deprivation.</li> </ul> </li> </ul>
<p><b>Children’s Trust</b></p>	<ul style="list-style-type: none"> <li>• The Trust has recently undertaken a review of governance. This proposes the following changes: Delivery Groups for performance management, joint commissioning and participation &amp; involvement. Three local partnerships to be established (North, Central, South of the county).</li> <li>• The partnership shall                             <ul style="list-style-type: none"> <li>○ be accountable to the Public Service Board for the targets for which it is responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>○ further develop links with district / local partnerships to strengthen consultation and engagement on local needs.</li> </ul> </li> </ul>
<p><b>Safer Communities Partnership</b></p>	<ul style="list-style-type: none"> <li>• The partnership shall                             <ul style="list-style-type: none"> <li>○ ensure that there are consistent links between Police Neighbourhood Action Groups, District Crime and Disorder Reduction Partnerships and itself</li> <li>○ be accountable to the Public Service Board for the targets for which it is responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>○ further develop links with district / local partnerships to strengthen consultation and engagement on local needs.</li> </ul> </li> </ul>



Thematic Partnership	Recommendations
<p style="text-align: center;"><b>Environment and Waste Partnership</b></p>	<ul style="list-style-type: none"> <li>• It is proposed that a new thematic partnership is established bringing together waste, the environment, climate change and flooding.</li> <li>• The partnership shall be accountable to the PSB for the targets for which it is responsible in the Oxfordshire 2030 Delivery Plan (LAA and local targets).</li> <li>• It is proposed that this partnership shall have an executive board which includes elected members and a number of Delivery Groups (to be decided by the Partnership itself), which are likely to include:             <ul style="list-style-type: none"> <li>○ <u>Waste Partnership</u> becomes - Waste / Clean &amp; Green Delivery Group, responsible for LAA 191 (reduced household waste), LAA192 (Increase the amount of waste recycled), LAA 195 (reduce levels of litter etc), LAA 196 (improved street and environmental cleanliness –reduce fly tipping).</li> <li>○ <u>Environment Partnership</u> becomes                 <ul style="list-style-type: none"> <li>▪ Climate Change Delivery Group: responsible for LAA 185 (reduced CO2 omissions), LAA 198 (Adaptation to Climate change)</li> <li>▪ Biodiversity Delivery group, responsible for (NA 197 (Biodiversity on local; wildlife sites)</li> </ul> </li> <li>○ <u>Flood Action Group</u> becomes - Action on Flooding Delivery Group, responsible for developing and implementing the Flood Action Plan.</li> </ul> </li> </ul>

Thematic Partnership	Recommendations
<p><b>Oxfordshire Economic Partnership</b> (including the Learning &amp; Skills Partnership)</p>	<ul style="list-style-type: none"> <li>• It is recognised that the partnership is private sector–led. It includes representatives of the public sector to strengthen those links but it is independent of it.</li> <li>• It is proposed that the partnership develops a close working relationship with the Strategic Planning and Infrastructure Partnership (see above).</li> <li>• It also supports the Oxfordshire Learning &amp; Skills Partnership.</li> <li>• The partnership shall report to the Public Service Board on progress with Oxfordshire 2030 targets for which they are the lead partnership: NI 163 and 164 (increase % of population qualified to skills level 2 / 3 respectively); LAA 152 (reduce the numbers of work age people on out of work benefits).</li> </ul>
<p><b>Oxford Inspires</b></p>	<ul style="list-style-type: none"> <li>• Cultural issues are best represented on the Oxfordshire Partnership Board and Oxford Inspires shall develop its links with the Economic Partnership and the Stronger Communities Partnership to deliver on cultural/economic/tourism targets in the Oxfordshire 2030 Delivery Plan.</li> </ul>

Thematic Partnership	Recommendations
<p><b>Stronger Communities Partnership</b></p>	<ul style="list-style-type: none"> <li>• It is proposed that the Oxfordshire Voluntary Sector Development Partnership further develops its role as an independent strategic partnership for the wider voluntary, community and faith sectors. The partnership shall             <ul style="list-style-type: none"> <li>○ provide a forum for consultation, engagement with, and challenge by, communities.</li> <li>○ be led by the community sector as at present but include elected members to strengthen links with local government.</li> <li>○ be answerable to those communities rather than to the public sector, however, the partnership shall report to the Public Service Board on progress with Oxfordshire 2030 targets for which they are the lead partnership: NI 6 (increase volunteering) NI 7 (creating an environment for a voluntary, community and faith sector by supporting the VCS Delivery Plan and objectives).</li> </ul> </li> </ul>

District Local Strategic Partnerships	Recommendations
<p><b>District Local Strategic Partnerships</b></p>	<ul style="list-style-type: none"> <li>• It is expected that District LSPs shall play a crucial role in the delivery of targets and priorities in Oxfordshire 2030 and in developing local place-shaping. Therefore the role of District Local Strategic Partnerships is crucial to driving strategic issues at the local level.                             <ul style="list-style-type: none"> <li>○ It is proposed that further work is undertaken by District Local Strategic Partnerships and Thematic Partnerships to strengthen the links between them.</li> </ul> </li> </ul>

## 5 Delivery Groups

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Sustainable Development Partnership</b></p>	<ul style="list-style-type: none"> <li>• Increase net additional homes provided. (LAA target NI 154)</li> <li>• Number of affordable homes delivered (gross) (LAA target 155)</li> <li>• Increase access to services and facilities by public transport, walking and cycling. (LAA target NI 175)</li> <li>• Reduce the number of households living in temporary accommodation. (LAA target NI 156)</li> <li>• The District Councils will ensure the delivery of new housing development to at least code level 3 in the Code for Sustainable Homes.</li> <li>• The District Councils Local Development Frameworks, to be adopted by 2011, will include a range of policies and proposals to deliver higher environmental standards and to reflect the delivery of the minimum requirements in the Code for Sustainable Homes</li> </ul>	<p>Housing Delivery Group (Housing Partnership)</p> <p><b>NEW: Transport / Access to Services Delivery Group</b></p>

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Health &amp; Well-Being Partnership</b></p>	<ul style="list-style-type: none"> <li>• Increase the number of vulnerable people achieving independent living. (LAA target NI 141)</li> <li>• Reduce the delays in transferring people from hospital to home and other types of care (NI 131)</li> <li>• Increase the numbers of carers receiving needs assessment or review and a specific carer's service, or advice and information (LAA target NI 135)</li> <li>• Establish a county-wide common referral and assessment process for preventative services (LAA1/HCOP8).</li> <li>• Reduce the gap in all-age all cause mortality between the worst and best 20% (LAA target NI 120)</li> <li>• Improve mental health and well-being in the adult population, especially among vulnerable groups and those living in areas with worse outcomes focusing in particular on employment and housing.</li> <li>• Increase adult participation in sport. (LAA target NI 8)</li> </ul>	<p>Supporting People</p> <p>Health &amp; Well-Being Partnership Delivery Groups</p> <p>Sports Partnership</p>

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Children’s Trust</b></p>	<ul style="list-style-type: none"> <li>• Increase the numbers / percentage of all 16 to 18 year olds who are in education, training or employment. (LAA target NI 117)</li> <li>• Reduce the inequality gap in the achievement of a Level 3 qualification by the age of 19. (LAA target NI 81)</li> <li>• Mandatory educational attainment targets (LAA NIs 72, 73, 74, 75, 83, 87, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101)</li> <li>• Increase the percentage of school pupils who travel to school by walking, cycling, by bus or through car sharing (LAA target NI 198)</li> <li>• Improve the stability of placements of looked after children: number of moves. (LAA target NI 62)</li> <li>• Increase young people’s participation in positive activities. (LAA target NI 110)</li> <li>• Reduce the under 18 conception rate. (LAA target NI 112)</li> <li>• Increase the number of schools in the healthy schools programme (LAA1/CYP4)</li> <li>• Reduce the number of vulnerable homeless 16/17 year olds (LAA1/CYP7).</li> <li>• Reduce hospital admissions caused by unintentional and deliberate injuries to children and young people (LAA target NI 70)</li> <li>• Reduce obesity among primary school age children in year 6 (LAA target N1 56)</li> <li>• Increase the number of young people participating in the youth service (LAA1/CYP13, links to NI 110)</li> <li>• Reduce the number of half days missed by children looked after (LAA1/CYP14)</li> </ul>	<p>Performance Management Group.</p> <p>Joint Commissioning Group.</p> <p>Participation &amp; Involvement Group.</p> <p><b>NEW: Three local partnerships being established (North, Central, South)</b></p>

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Safer Communities Partnership</b></p>	<ul style="list-style-type: none"> <li>• Reduce hate crime in Oxfordshire (Actions to reduce hate crime commence November 2008. Baseline and target to be set June 2009). Links to NI1 and NI 140</li> <li>• Reduce the assault with injury crime rate. (LAA target NI 20).</li> <li>• Dealing with local concerns about anti-social behaviour and crime. (LAA target NI 21)</li> <li>• Reduce repeat incidents of Domestic Violence. (LAA target NI 32)</li> <li>• Reduce first time entrants to the Youth Justice System aged 10 – 17. (LAA target NI 111)</li> <li>• Reduce the harm caused to young people under 18 caused by the use of illicit drug and alcohol use (LAA1/S&amp;SC)</li> <li>• Reduce crime rates including vehicle crime, burglary, theft, criminal damage, assault, woundings and robbery (LAA1/S&amp;SC)</li> <li>• Increase the number of drug users in effective treatment (LAA target NI 40)</li> </ul> <p>Targets to be set by Safer Communities Partnership date TBC</p> <ul style="list-style-type: none"> <li>• An increase in the number of young people engaged in organized activities</li> <li>• A decrease in the number of young people entering the criminal justice system</li> <li>• A reduction in the number of complaints of antisocial behaviour associated with public houses</li> <li>• Improve public perceptions around the levels of anti social behaviour and the behaviour of others (NI 17)</li> <li>• A reduction in alcohol related A&amp;E admissions</li> <li>• A reduction in the number of alcohol related assaults</li> <li>• A reduction in the level of alcohol related criminal damage</li> <li>• A reduction in the number of shops and pubs found to be prepared to sell alcohol to children</li> <li>• Reduce priority crime and fear of crime.</li> <li>• Reduce harm caused by drug misuse to individuals, the family and wider community through increased numbers entering and drug treatment programmes, offenders completing the programme and quantities of drugs seized.</li> <li>• Reduce the rate of Domestic Violence</li> <li>• Build resilience to violent extremism (NI 35)</li> </ul>	<p>Safer communities officers group,</p> <p>5 Tactical Business Groups (Alcohol, Drugs, Domestic abuse, PPO, Youth offending)</p> <p>Communications group</p> <p>Oxford Building resilience amongst communities</p>

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Environment and Waste Partnership</b></p>	<ul style="list-style-type: none"> <li>• Carry out a minimum of 25% more drainage clearing focused on areas vulnerable to flooding (action plan to be agreed in January 09 by the long term flooding issues group)</li> <li>• Increases our preparedness and responsiveness to flooding including managing flooding events including improvements to joint emergency planning.</li> <li>• Supports EA to implement all planned flooding alleviation schemes</li> <li>• Supports the district councils to ensure new developments reduce the risk and minimise the impact of flooding</li> <li>• Ensures all flooding alleviation schemes planned by local authorities are implemented</li> <li>• Ensure waste, minerals and highways plans include measures to reduce flood risks</li> <li>• Reduce CO2 emissions caused by local authority activities (LAA target NI 185)</li> <li>• Develop plans that help Oxfordshire adapt to climate change (LAA target NI 188)</li> <li>• develop a programme and local targets (date TBC) which engage residents, communities and businesses in energy and water reduction.</li> <li>• Implement actions set out in Habitat action plans for Oxfordshire</li> <li>• Report annually on core/contextual biodiversity indicators as part of the annual monitoring report</li> <li>• Report annually on NA 197 (biodiversity) on local wildlife sites</li> <li>• Work with partners to maintain and enhance sites of special scientific interest, local wildlife sites and other key sites</li> <li>• Reduce the amount of residual household waste per head (LAA target NI 191)</li> <li>• Increase the amount of household waste recycled and composted (LAA target NI 192)</li> <li>• Improve street and environmental cleanliness (reduce levels of graffiti, litter, detritus and fly posting) (LAA target NI 195)</li> <li>• Improved street and environmental cleanliness – reduce fly tipping. (LAA target NI 196)</li> </ul>	<p>Flooding Action Group</p> <p><b>New : Climate Change Delivery Group.</b></p> <p><b>New : Biodiversity Delivery Group</b></p> <p>Waste / Clean &amp; Green Delivery Group.</p>

Partnership	LAA & medium term Local Targets	Delivery Group
<p><b>Oxfordshire Economic Partnership</b></p> <p>including the Learning &amp; Skills Partnership</p>	<ul style="list-style-type: none"> <li>• Increase the GVA per head of Oxfordshire’s population from its current position of 13<sup>th</sup> out of 131 NUTS3 (county) regions nationally to one of the top 10 in the NUTS3 league by 2010</li> <li>• Increase the economic impact of tourism, increasing the value of tourism activity for local businesses. The aim therefore is to increase the value of tourism activity that directly benefits local business in terms of direct business turnover from the 2006 baseline of <u>£1,198,616,000</u> (from economic impact model data commissioned from Tourism South East).</li> <li>• Increase the promotion of cultural and sporting events within tourism and create 5 new festivals/events with a national profile by 2012</li> <li>• Reduce the numbers of working age people on out of work benefits. (LAA target NI 152)</li> <li>• Increase the percentage of the working age population qualified to at least Level 2 or higher. (LAA target NI 163)</li> <li>• Increase the percentage of the working age population qualified to at least Level 3 or higher. (LAA target NI 164).</li> <li>• Increase the number of those joining Oxfordshire County Council apprenticeship schemes by 100% by December 2010 (2009 target is 50/2010 target is 100)</li> <li>• Increase numbers of Level 2 Health and Social Qualifications in the workforce. (PCT / Learning &amp; Skills Partnership to set target by Jan 09). Local target.</li> </ul>	<ul style="list-style-type: none"> <li>▪ OEP Board</li> <li>▪ <b>New : Tourism Group (including Oxford Inspires)</b></li> </ul> <p>Learning &amp; Skills Partnership :-</p> <ul style="list-style-type: none"> <li>▪ Worklessness Group</li> <li>▪ Employment and Skills Board / Workforce Group</li> <li>▪ ... with PCT</li> <li>▪ ... with County Council</li> </ul>



Partnership	LAA & medium term Local Targets	Delivery Group
<p style="text-align: center;"><b>Stronger Communities Partnership</b></p>	<ul style="list-style-type: none"> <li>• Increase participation in regular volunteering (LAA target NI 6)</li> <li>• Improve the overall/general satisfaction of residents with the local area (LAA target NI 5)</li> <li>• Increase the number of people who feel that they are treated fairly when using local services. (LAA target NI 140)</li> <li>• Ensure that the impact of decisions made by public service providers that affect local and rural services is assessed through a customer impact assessment.</li> <li>• Increase the number of communities benefiting from involvement in local community planning to 8 -10 communities starting per annum and 20 already in development (April 09)</li> <li>• Increase the number of actions (identified as local priorities in community-led plans) are progressed within one year of publication to at least 50%. (April 09)</li> </ul>	<p>OVSDP with OCVA Volunteer Centre, Cherwell CVS, Volunteer Link-Up (West Oxon).</p> <p style="color: red;">New : Local Community-led Planning Delivery Group.</p>