

Chorley Public Service Reform Board **Review and Proposals for the future**

March 2015



CPSRB Review; Overview

The purpose of this report is to enable the Chorley Public Service Reform Board to reflect on their current performance within the context of recommendations for change from both the Board itself and from the outcome of the independent Commission on the Future of Public Services in Chorley.

The report includes a discussion on options for change that could be made to improve the performance and productivity of the Board.

It is requested that the Board consider this report and the options to start a discussion about their future governance, aims and work programme.

Reasons for Change

There are two main drivers for this review; firstly the Chorley Public Service Reform Board (CPSRB) in their recent business planning workshop have made a number of recommendations about how to strengthen their partnership moving forward, and secondly, the draft recommendations from the Commission on the future of public services are due to be published and these require a response from the Board. The following section includes details from both of these. There are, however, a number of common principles for transformation that run throughout both the CPSRB recommendations and the Commission recommendations. These are provided first, followed by the individual recommendations.

Common principles for transformation

There are a number of common principles that the Board may wish to consider;

1. The need to strengthen and empower partnership working

Both the feedback from the Board themselves at the away day, and from the Commission indicated that there are a number of areas in which the CPSRB could strengthen and empower partnership working. This includes;

- **Decision Making** – This is on a number of levels – the CPSRB Members having the autonomy to make decisions about the locality of Chorley, and then the responsible officers underneath that structure being empowered to work to deliver on those decisions
- **Right representation** – Akin to decision making, this is about ensuring that there is a consistency of representation at meetings, and that this is at the right level. Following on from that, that there is representation in work through all levels (for example down to the current working groups)
- **Accountability** – Both considered that there is a need to strengthen accountability processes in place.

2. The focus of any future work programmes

There was some clear overlap in terms of what the CPSRB and Commission viewed as important elements of the work programme going forward. In particular, both indicated that agreeing and defining a model of locality working in which there would be multi agency, integrated working around common localities. Both also indicated that the principle of early intervention and prevention should be one that is at the core of any future work programmes. Finally, they used slightly different language, but both implied that there is a need to focus on a select project(s) to pilot an approach.

3. Ensuring organisational commitment as to the scope of the Board

It was noted by partners at the CPSRB away day, and recognised again by the Commission members, that for transformation there needs to be a real commitment from partners. Partners need to be up front and honest about what they can and cannot accept in terms of change.

Reasons for Change - CPSRB Business Planning Workshop (10.02.15)

The CPSRB held their business planning workshop in February and discussed their performance over the past year as well as what they can improve about the way the partnership works. The following section provides some of the feedback collated and discussions held.

The following responses were collated in relation to the question 'What needs to change or improve about the way the team works?'

- *Enhance accountability of working groups*
- *Local teams involved in working groups, stronger leaders on purpose of groups, improve communications with lower level*
- *Communication – engagement with public*
- *Provide leadership, role of leaders in organisation (actions, not just on the programme). Work together more, think differently*
- *Health commissioner input is very helpful and valuable when involved, limited involvement*
- *Better understanding of colleague needs and how they work*
- *Consistency of attendance and have 2/3 tangible objectives*
- *Working groups, check interest and availability before setting up*
- *Wider projects through board, connections with challenges. LCC Transformation - board has role to ensure story connected to partners.*
- *TCA budget needs to be spent, not there long term, needs to show outcomes and value for money*
- *More ambition, more innovation, more risk taking*
- *Deliver improvements against key indicators, looking at specific deliverables, with the increase in population a key factor for Chorley*

Key actions from this were around how the working groups and managed/supported and feedback to board; Involvement from key partners e.g. CCG; communications and capacity to support at all levels the work of the board from all organisations.

The following responses were collated in relation to the questions; 'What precisely will the board make possible in the next two years? What does success look like for the board, what key principles should we aim to work towards?'

Joint working, share assets, shared budgets to give results. Multi agency teams to deliver projects, collaborating to work with vulnerable families, including early intervention and focus on prevention;

- *Services targeted at high risk/vulnerable, responsibility on public to help themselves (customer centric)*
- *To identify more vulnerable families to measure mental health, physical health, substance misuse collectively*
- *Identify families who are vulnerable*
- *Gold standard approach in terms of helping people in quality of life*
- *Community assurance*
- *Translate vision into action (leadership)*
- *Focus on roles rather than tasks*
- *Improved collaborative working*
- *Shared Integrated Delivery (no more it's not my job)*
- *One public service superstore*
- *Collaborative model working in localised area seeing results and measures to support resources and budgets*
- *Co-located multi agency teams for actions*
- *Multi agency approach on causes, managing early interventions, education and awareness*
- *Working across organisations for best practice*
- *Preventative work difficult to quantify, acceptance of long term projects/results for an agreed period*

Reasons for Change - Commission on the Future of Public Services in Chorley

The independent Commission on the Future of Public Services in Chorley was established to support and challenge organisations involved in public services as they look to address the challenges in the years ahead.

The commission members were drawn from a range of backgrounds, all working in senior and influential positions around public services. On 4th and 5th March 2015, they received evidence about the issues that will need to be tackled in the coming years and proposals for potential responses. Using that evidence, and their own expertise and experience, their report sets out the findings and recommendations of the commission. The draft recommendations are below;

1. Articulate a new collective vision for public services in Chorley

Partners should quickly and clearly articulate the aims for the transformation of public services in Chorley over the coming years. It should be outwardly facing, and concentrate on the outcomes that will be achieved rather than the structures that will be put in place to deliver it. It should be based on action and collective investment to deliver the change that will be needed in the coming years.

2. Strengthen and empower partnership working to act collectively

The Chorley Public Service Reform Board should be refocused and empowered to make decisions about public services in Chorley. Decision making should be devolved from organisations to the partnership and budgets should be pooled. The right representatives who can make autonomous decisions about services in Chorley need to be committed to the partnership, with a sense of collective leadership of public services in the borough.

3. Hold a 'Chorley conversation' to talk about the future with residents and service users

Service users and residents should be included in the development and design of changed services. The story from the community activist from one locality needs to be used to inspire others. An asset-based approach should be adopted, recognising that individuals and communities have the resources to change but need public services to support them by working with them rather than just providing transactional services.

4. Information and intelligence should be freely shared

The rich intelligence held across public services could be a key to driving real change. If public services in Chorley can more freely share data and intelligence, it would be far easier to establish services focussed around early intervention and prevention than services that respond to failures as is too often currently the case.

5. 'Test-beds' for action and transformation should be identified

Working across public services needs to remain focussed on delivering better outcomes for the residents of Chorley. It would be very easy to become focussed on developing new structures and so it is important that public services agree a series of 'test-bed' areas where action can be undertaken quickly to improve public services. One potential area could be around the issues caused in managing mental health effectively.

6. Public services should agree a model of locality-based working

Many services are best delivered and integrated on a neighbourhood basis, where individual frontline workers should be empowered to deliver the right service for individuals and communities. Public services should develop a common understanding and approach to locality-based working, starting with a single understanding of standard localities across the borough.

7. Discuss and decide which neighbouring areas to work with to benefit Chorley

Chorley needs to engage with all its neighbours, regardless of administrative boundaries, to get the best deal for the borough. Work should be undertaken to engage with other partners across the region to identify opportunities to strengthen Chorley's position, sustain public services and grow the economy.

8. Embed a single culture across public services

A common culture should be developed across public services in Chorley, with the focus on delivering for the borough rather than individual organisations. Work should be undertaken to develop a common culture and approach across public services. This needs to support the delivery of the vision for transformed public services and to embed a sense of collaborative leadership across the system.

9. Focus on early intervention and prevention

The work to develop new public services in Chorley should focus on the benefits that could be delivered by having services focussed on early intervention and preventing demand for services arising in the first place. Integrated and joint-working, with good data and intelligence sharing, would make early intervention more effective and efficient.

10. All partners must fully engage

Transformation in public services will not be achieved without significant commitment from all partners. The commitment needs to move beyond lip-service and short term promises. It needs to be meaningful and honest. If the recommendations above are to be successfully implemented, it will need the full commitment of partners, and all partners to be up-front about what they can and cannot accept in terms of change.

Discussion

Based on the common principles for transformation, the CPSRB need to have a meaningful discussion about the direction they choose to take. The section below poses some questions about how the Board could respond to the recommendations from the Commission, and to the issues they highlighted during the away day. This is separated into three main areas;

1. Review of governance structures
2. Review of vision and focus for the CPSRB
3. Development of workplan for 2015/2016

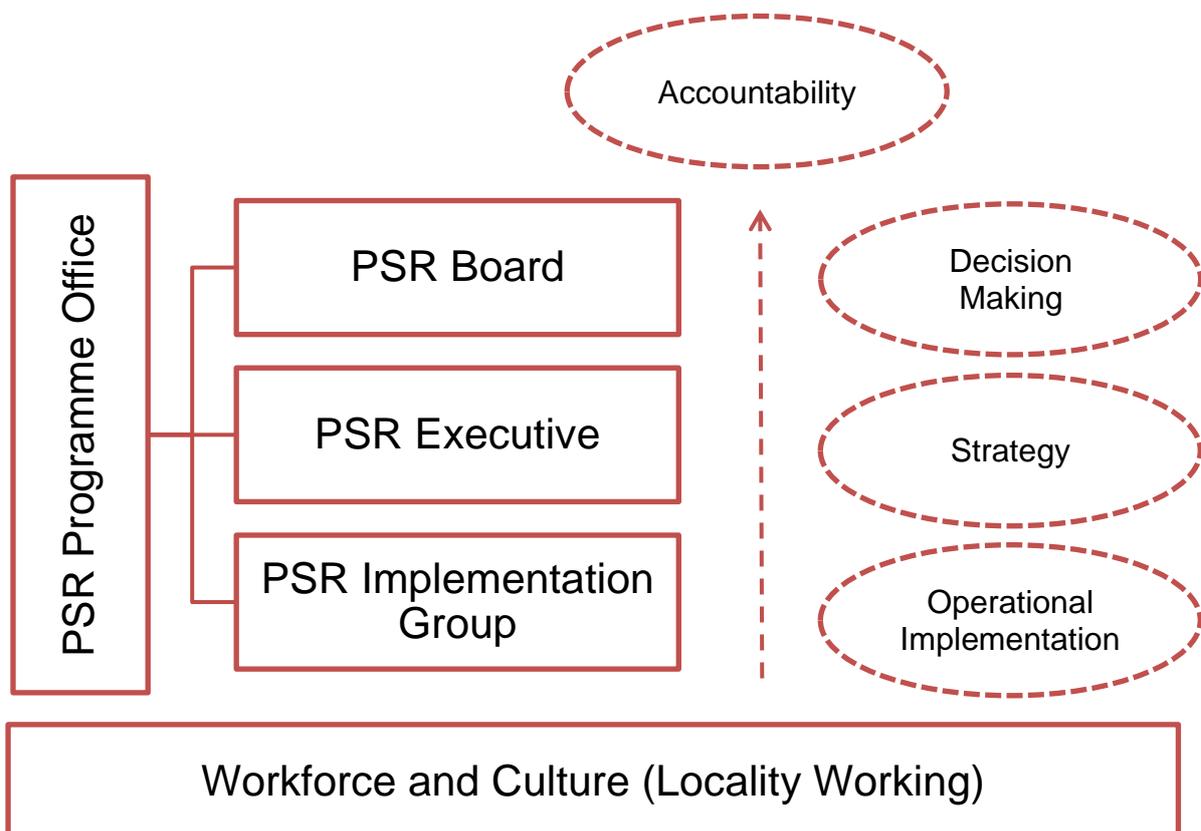
1. Governance

With regards to governance, the CPSRB Review and the Commission propose a number of improvements that would strengthen partnership working. These fall into the following areas;

- Structure
- Accountability
- Resource
- Commitment

In order to aid discussion at the CPSR Board meeting, a number of questions and proposed solutions have been identified below;

1. **What is the ideal structure of a partnership which can have strategic oversight, take decisions and be operationally effective?**



The diagram above suggests an option through which strategic oversight, decision making and operational effectiveness could be improved. This expanded structure includes the following elements;

Public Service Reform Board	
Membership	An accountable representative from each of the organisations, with a mandate to hold their organisation to account (i.e. Elected Members / Chairs / Non-Executive Directors)
Role	<ul style="list-style-type: none"> • To collectively be the decision makers • To hold the Executive to account for implementing the strategic vision and decisions made • To bring the views of the community to the decision making process.
Meeting Frequency	Bimonthly
Chair	To elect a Chair from within the Membership

Public Service Reform Executive	
Membership	Chief Officers representative from each of the organisations (i.e. Chief Executives / Executive)
Role	<ul style="list-style-type: none"> • To implement the strategic vision through collective use of their organisational resources • To direct the work of the Partnership and ensuring that there are sufficient resources to deliver the vision • To report back to the Board
Meeting Frequency	Monthly
Chair	To elect an independent Chair

Public Service Reform Implementation Group	
Membership	Operational Managers representative from each of the organisations (i.e. Heads of Service / Operating Officers)
Role	<ul style="list-style-type: none"> • To deliver the aims set out within the PSR vision and associated project plans • To each assume a portfolio of responsibility for delivery • To performance manage against progress and to highlight any risks or issues to the Executive
Meeting Frequency	Monthly
Chair	To elect a Chair from within the Membership

Public Service Reform Programme Office	
Membership	Paid officers (seconded or in kind contributions from organisations)
Role	<ul style="list-style-type: none"> • To manage the governance arrangements of the partnership, including setting the agenda and maintaining direction for the three levels of the partnership • To project manage the programme of work • To ensure that decisions are made at the right level and that they are implemented throughout the partnership structure • To maintain risk registers and accelerate any risks to delivery to the appropriate partnership group • To provide support for meetings and agendas, ensuring that transparency and direction is maintained

There are a number of risks associated with the adoption of this structure;

- Too bureaucratic a structure for a small geography
- Potential overlap with other areas
- Lack of resources to implement
- Lack of commitment from key partners

There may be other structures that could help improve accountability, decision making, and operational effectiveness that the Board can suggest that can be looked at as alternatives.

2. How should accountability, strategic, operational and scrutiny roles be separated (or not)?

The diagram above indicates a separation of some of these roles. In this structure, there is clear segregation as to the strategic (Executive) and operational (Implementation Group) roles. Lines of accountability work upwards through the structure, with each group holding the one below them to account, with the final levels of accountability being those with mandates to hold their own organisations to account (Board).

Decision making needs to be clearly defined at one level and representatives need to have the autonomy to make those decisions for the Chorley locality. Decision making could take place at the Board or Executive level, dependant on how the partnership is organised. The diagram above separates out those making the decisions from those setting the strategic vision and implementing the decisions to ensure a level of accountability.

There is also the option of adding additional elements of scrutiny from an outside body, such as existing Scrutiny Panels.

3. How could it be resourced?

Collective capacity needs to be developed to support the transformation of the partnership and public services. This needs to include collaborative leadership from organisations across the system and involvement in new ways of working, projects and programmes. In addition,

it will also need capacity and resources to drive transformation and delivery of collective investments. This would allow for some capacity to manage the agendas of the three tiers of the partnership whilst allowing for additional capacity to support the Implementation Group. The Programme Office could be resourced via financial contributions from partners, which the partnership should set themselves the challenge of making these savings back as part of their work programme.

The contributions of officers throughout the partnership structure and also within the Implementation Group will also demand resources from partners that could be contributed through in kind support.

4. What is the expected level of commitment from partners?

The current levels of commitment, as agreed in the CPSRB terms of reference, are as follows;

Each board member will be responsible for gaining commitment from their organisation to support the delivery of these workstreams. Each board member has already committed to;

- * Strong and dedicated leaders who are able to commit their organisations to exploring and where agreed, delivering, the new ways of working**
- * Allocation of staff resource to workstreams to deliver on workstreams on their behalf**
- * Removal of organisational barriers to data sharing where possible**
- * Collective honesty up front about what is and isn't deliverable in partnership**

Theoretically, these levels of commitment should be sufficient to engage and commit partners into the programme when the financial contribution is also sought.

Feedback from the CPSRB indicates that issues have arisen when this commitment hasn't been carried out in practice, with the obvious example being the delivery of workstreams and where there have been operational difficulties in gaining information or support throughout partner agencies.

It may be that if the Board want to move towards a new structure, that these levels of commitment are redefined for each organisation and for each level of the partnership.

2. Review of vision for the CPSRB

The current aim of the Board, as agreed in the Terms of Reference, is to;

“Work together to ensure high quality public services with the best outcomes and value for residents and provide better coordinated and integrated services which are intelligence led.”

The 2014/15 work programme includes three enabling workstreams that have started to lay the foundations for future work.

In terms of refreshing the vision, the feedback from the CPSRB Review indicates that this vision may still apply. This needs to be discussed by the Board to see if any changes are required. The detailed changes may come in terms of the focus and the workplan for 2015/16.

3. Development of focus and workplan for 2015/16

The Board need to confirm their focus and their workplan for the forthcoming year. A focus that had some support at the CPSRB business planning day was **‘agreeing and implementing a model of locality-based collaborative working’**.

This was also a recommendation from the Commission; *Public services should agree a model of locality-based working; ‘Many services are best delivered and integrated on a neighbourhood basis, where individual frontline workers should be empowered to deliver the right service for individuals and communities. Public services should develop a common understanding and approach to locality-based working, starting with a single understanding of standard localities across the borough.’*

This focus should, however, also be underpinned by the principles of;

- Early intervention and prevention
- Information and intelligence sharing

In addition, the commission made a strong recommendation that ‘test-bed’ areas should be identified to improve outcomes in the borough and to demonstrate new ways of working. Based on the evidence they received, they suggested that the test-bed areas could include: managing mental health, locality working and health and well-being.

The Board need to consider if these focuses are the right option, and if so, how a workplan can be developed with clear milestones, outcomes and timescales that can be resourced managed and delivered through the partnership structure.

Conclusion

The purpose of this report is for the Board to start a debate on some of the areas that they need to change to improve.

It is recommended that partners give due consideration to the issues raised in this report within their organisations in advance of the meeting so that the Board can have a full discussion at their meeting on the 21st April.

Dependant on the outcome of that discussion, it is recommended that agreements and commitments are quickly reached on the next steps and how to progress any future changes.