

Review of Partnership Governance – Final Report
Cardiff PSB
15 February 2023



Introduction

1. This report presents the conclusions of the review of partnership governance arrangements commissioned by the Cardiff Public Services Board (PSB) and sets out proposals for new partnership governance, reporting to the PSB and Cardiff & Vale Regional Partnership Board (RPB), designed to deliver the priorities for joint working set out in the new Cardiff Local Well-being Plan and upcoming Joint Area Plan.

Background

2. In autumn 2021, the Cardiff PSB commissioned Cardiff Council's Policy and Partnership Team to undertake a review of partnership priorities for post-Covid recovery and renewal. The review involved interviews with all PSB members and drew on the early findings of the Cardiff Well-being Assessment, as well as the Cardiff and Vale Population Needs Assessment. In relation to strategic partnership arrangements, it concluded that:
 - Partnership working had worked very well over the course of the pandemic and the momentum must be maintained through recovery and renewal.
 - There is a commitment from public services leadership in Cardiff and the Vale to partnership working, a culture of joint working and good relationships, trust but also challenge.
 - Effective partnership arrangements are needed now more than ever to bring partners together to make progress on complex public services problems.
 - The greatest value of strategic partnership arrangements was in creating a space for discussion, understanding and agreement on shared priorities and action – not necessary 'delivery,' responsibility for which mainly rests with partners organisations.
 - The statutory partnership landscape is complex and that can lead to duplication of governance and activity and a lack of clarity over responsibilities and accountabilities for progressing partnership priorities.
3. The PSB asked that post-pandemic priorities for partnership working be reviewed to make sure that partners are agreed on the issues that require collective focus, in line with the statutory timescales for producing a new Local Well-being Plan and Area Plan. It also agreed that partnership governance be reviewed to ensure that it reflects these new priorities and that reporting arrangements/'line of sight' to the Cardiff PSB (or the Cardiff & Vale RPB) are clear.
4. The Cardiff Local Well-being Plan 2023-2028 sets out the strategic priorities for partnership working in Cardiff. The plan, approved for consultation by the Cardiff PSB in October 2022, was developed following a programme of joint work between members of the Cardiff PSB, the Vale of Glamorgan PSB and the RPB over the course of 2022. The priorities contained within the Plan are based on the following criteria:

- They can only be addressed through strategic partnership working (i.e., not through core business/ the statutory responsibility of one organisation).
 - They require partnership working on a Cardiff and/ or Vale of Glamorgan geographical footprint.
 - They require partnership working between members of the PSB(s) and RPB
5. As the Well-being Plan was developed, a parallel exercise was undertaken to map the existing partnership arrangements supporting the Cardiff PSB and the Cardiff & Vale RPB. Further engagement with PSB and RPB members also took place. This analysis was presented to the Cardiff PSB in November 2022, alongside a draft proposal for change (see below). In summary, the mapping exercise concluded that:
- Many boards/sub-groups had not met for a prolonged period (some since before Covid-19), whilst others have continued to meet frequently over the pandemic and through recovery.
 - Priorities or terms of reference of some groups had not been reviewed since before the pandemic and/or aligned with the strategic priorities as set by the PSB and RPB.
 - Boards which had clear interdependencies were sometimes not aware of each other's existence or activities, and in some cases duplication of activity (and perceived responsibility) was evident.
 - There was inconsistency of attendance, leading to a perceived loss of momentum.
 - There was variance in the seniority of attendance reported, leading to a perceived barrier to effective and speedy making decisions.
 - There were inconsistent reporting arrangements, with some boards reporting to the PSB, some to the RPB and some to neither (typically directly to the Welsh Government).
 - There was no reporting or sharing of information arrangements in place between the PSB and RPB.
 - Consistent feedback was that a cycle of quarterly meetings was no longer always an appropriate model for partnership working and approaching complex, system issues. Covid-19 has shown a new way of day-to-day partnership working (enabled by technology) which needs to become BAU.
6. It should be noted that the feedback from PSB and RPB members on partnership working remained very positive, and the analysis above was felt to be an understandable consequence of the impact of the pandemic over the past 3 years. Now was deemed to be the right time to design a rationalised, connected system in support of the delivery of the new Well-being and Area Plans.

7. The PSB also considered the following principles for guiding the development of new partnership arrangements:
- Build out from a foundation of what is required in statute and what works, always aiming for the simplest model.
 - All the issues identified in the Well-being Plan and the Area Plan have a clearly identified 'single home' in the partnership framework.
 - That clear 'local' reporting arrangements are in place for all boards with a 'line of sight' to either the PSB(s) or the RPB.
 - The form, frequency and membership of a board/groups needs to respond to the issue it is seeking to address – no one size fits all.
 - Partnership boards are mainly places of discussion, alignment, and agreement on direction of travel and, unless specified in statute, decision and delivery rests with statutory bodies not with the partnership.
 - Work needs to be data-led, underpinned by a culture of data-sharing between public bodies.
8. Following the PSB meeting in November 2022, this analysis and the draft proposals (below) were considered at the Cardiff Community Safety Leadership Group, the Cardiff and Vale Regional Safeguarding Board, the Regional Partnership Board and the Vale of Glamorgan PSB.
9. Through this engagement, it was frequently emphasised that the responsibilities of statutory boards (for example the Regional Safeguarding Board or the Cardiff and Vale CONTEST Board) must remain with those boards. In creating local oversight to the PSB(s) or RPB, their statutory responsibilities are not being subsumed by the Cardiff PSB or the RPB.
10. It was also emphasised that flexibility must be maintained with regards to regional arrangements, with the Cardiff PSB and Vale PSB having different oversight arrangements depending on the priorities set in their respective Well-being Plans.
11. Partners also reiterated the importance of all joint work being data-led, building on the sharing of data from across the public service system to inform rapid decision making, building on the excellent practice developed across partners during the pandemic response.
12. This local partnership governance review aligns with the engagement currently underway at a national level on strategic partnership working. In 2020, the Welsh Government published a [Review of Strategic Partnerships](#) report which recommended that, while there was no support for standing down any specific partnerships, work to align partnerships should be *'built from the ground up, with Public Services Boards (PSBs) and Regional Partnership Boards (RPBs) taking a strategic leadership role.'*

13. The Welsh Government's Programme for Government includes a commitment to '*Keep regional partnership working under review with local partners*'. In fulfilling this commitment, the Minister for Finance and Local Government is conducting an engagement exercise with the chairs of a range of strategic partnerships to gather reflections on progress since the [Review of Strategic Partnerships](#) report. The result of this exercise is expected in early 2023.

Proposals for Change in Cardiff: A new Partnership Framework

14. The section below sets out a proposal for new partnership delivery arrangements supporting the PSB and RPB and the delivery of the Cardiff Local Well-being Plan and Cardiff & Vale Area Plan. A governance map showing reporting arrangements is attached at Appendix 1.
15. To ensure that all priorities contained within the Well-being Plan have a clearly identified home in the framework, a mapping exercise was undertaken, the outcome of which will ultimately form an appendix to the Local Cardiff Well-being Plan.

Cardiff PSB

16. It is proposed that the Cardiff PSB have local oversight of the following priorities and associated boards/sub-groups:

Climate Emergency

17. The city and collective public service response to the Climate Emergency was consistently referenced as a necessary priority for the PSB by members.
18. In 2021, the Cardiff PSB established the Cardiff Climate Emergency Board. The Board brings together public service partners and other city stakeholders (including Universities and Utility Companies) to share best practice and develop joint initiatives in response to the climate emergency. The Board meets on a quarterly basis, and its priorities are:
 - a. Low Emission Fleet and Infrastructure
 - b. Procurement
 - c. Estates (including Tree Planting and Land Management)
 - d. Engagement for Culture Change
19. Feedback from participants indicates enthusiasm and a clear ambition to accelerate progress and share experiences. It is therefore proposed that this Board continues in its current form, reporting into the PSB on a quarterly basis.

Assets and Infrastructure

20. The Partnership Asset Management Board has not met since before Covid-19 but work on the joint use of public sector assets over the pandemic was consistently considered good practice by PSB members. Hybrid working and the energy crisis are leading to significant changes in public services' (and other city stakeholders') core office and operational estate

requirements. Similarly, an increasing shift to locality working for service delivery in many areas is expected to create opportunities for better use of community assets.

21. Given the rapid and significant change in this area it is proposed that, as a first step, an information sharing event for PSB members on partners' operational estate/capital programme be held in Spring/ Summer 2023. To be effective, participants need to include senior decision makers and appropriate leads for assets and services. If PSB members agree, the Council will convene a sub-group of the PSB to put this in place.
22. It is proposed that following this meeting the Partnership Asset Management Board be convened by the Council on an annual or bi-annual basis. A final proposal will be brought to the PSB for approval following the first meeting outlined above. In doing so, links will be made to the Capital Programme in place under the Regional Partnership Board and to the work of the Climate Emergency Board.

Public Health, particularly addressing health inequalities

23. As a result of the PSB's role on Wellbeing and addressing the determinants of health, there are already a number of programmes of work reporting to the PSB which have a public health focus, including:
 - Amplifying Prevention: Tackling identified health inequalities: childhood vaccinations, bowel screening; childhood obesity.
 - Sport and Physical Activity Board
 - Move More, Eat Well
 - Active Travel delivery group
24. They each have different membership (depending on the areas of focus), operate on different geographical footprints and meet on different cycles. Feedback from PSB members and participants suggested that these boards are active and well-attended.
25. It is proposed that the Amplifying Prevention Board, chaired by the Director of Public Health for Cardiff and the Vale of Glamorgan, act as a means for bringing issues together from across the Public Health agenda, and that any issues for escalation from across this programme of activity are brought to the Cardiff PSB by the Director of Public Health.
26. It is also recommended that the Director of Public Health's Annual Report is considered by the PSB each year as a matter of course.

Community Safety & Safeguarding

27. The statutory partnership landscape in Community Safety and Safeguarding is complex, with several statutory boards created under different pieces of Welsh and UK Government legislation. Within Cardiff, the PSB acts as the statutory Community Safety Partnership, supported by the Cardiff Community Safety Leadership Board.

28. Feedback from the engagement work consistently cited the Cardiff Community Safety Leadership Board (CSLB) as good practice. The Leadership Board, chaired by the Police and Crime Commissioner and Cabinet Member for Housing and Communities, is well attended by appropriate partners, met consistently over the course of the pandemic, has clearly agreed priorities, promotes closer strategic and operation alignment between partners, and reports into the Cardiff PSB at each meeting.
29. The following boards and groups report into the CSLB:
- Cardiff and Vale CONTEST Board (statutory)
 - Substance Misuse Area Planning Board (statutory)
 - Street-Based Lifestyles and Complex Needs Group
 - Violence Prevention Group (statutory)
 - ASB Problem Solving Group
30. It is proposed that the following boards should also report in the CSLB:
- VAWDASV Regional Board (statutory)
 - SAFE Partnership Group (new)
31. It is proposed that the **Youth Justice Board** continue to report directly into Cardiff PSB reflecting the continued importance of strategic oversight in this area, with continued reporting line into the Community Safety Leadership Board.
32. There was also a desire from PSB members for greater connectivity between the work of the PSB/ Community Safety Leadership Board and the Cardiff & Vale Regional Safeguarding Board. This is driven by the increasing importance of safeguarding and vulnerability in community safety and policing, the strategic importance of safeguarding to PSB members and the risk presented to some of the city's most vulnerable citizens. The upcoming introduction of Single Unified Safeguarding Reviews is also likely to include a requirement for greater joint working between the two statutory boards, particularly as the responsibilities for undertaking reviews is currently split between the two boards.¹
33. To enhance the connectivity between the Cardiff PSB and the Cardiff & Vale Regional Safeguarding Board, it is proposed that the Regional Safeguarding Board prepare an annual report/briefing for the PSB covering the following:
- The main safeguarding and exploitation issues and risks in Cardiff and the public service response.
 - An overview of the Single Unified Safeguarding Reviews undertaken, and the learning derived from them.
 - A performance assessment of the public service response to reviews undertaken, including an assessment of outstanding actions in response to reviews.

¹ PSB – DHRs, Offensive Weapons; RSB: APRs, CPRs, MHRs

34. The Cardiff PSB currently receives an update report at each meeting outlining the work of the CSLB and any issues for escalation. It is proposed that this be expanded to cover Community Safety and Safeguarding. It is also proposed that the Regional Safeguarding Board and Regional Partnership Board also receive this report. This join-up will be supported by closer operational alignment between Community Safety teams and the regional safeguarding business unit.

Task and Finish and other Wellbeing Plan priorities

35. Within this framework, it is also possible to retain the ability to set up task and finish groups or urgently convene partners to respond to city-wide issues, for example the Ukraine response group which met regularly throughout 2022.

36. It is also proposed that the Cardiff PSB receive annual updates from the following partnership boards (though not formally included in the framework in Appendix 1), and that these boards are also able to escalate issues to the PSB as and when required, including:

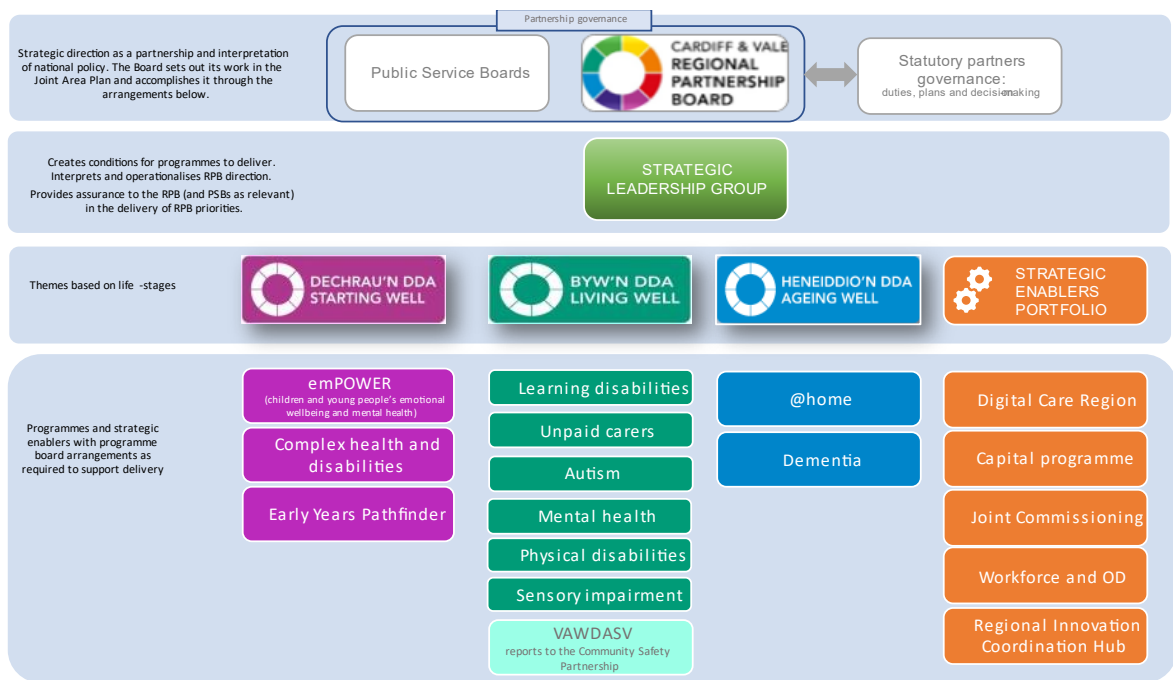
- **Living Wage Steering Group** – provide an annual report/update on Cardiff's ambition to be a Living Wage City and how PSB members can support this.
- **Bilingual Cardiff Steering Group** – provide an annual report/update on the delivery of Cardiff's Bilingual Cardiff Strategy and how PSB members can support this.
- **Education Development Board** – provide an annual report/update on education in Cardiff and the role that PSB members can play to support children and young people in their education.

Regional Partnership Board (RPB)

37. The RPB is the vehicle through which the statutory organisations exercise their duty to collaborate under the Social Services and Wellbeing (Wales) Act 2014. The RPB meets on a quarterly basis with membership drawn from senior representatives of the Health Board, Councils and third sector as defined in the Social Services and Wellbeing Act. The RPB chair is Cllr Eddie Williams, Portfolio Holder Social Care and Health, Vale of Glamorgan Council.

38. The RPB is supported by a Strategic Leadership Group (SLG) whose membership includes Senior Executive officers and service directors. The SLG meets on a monthly basis and oversees progress across the RPB programme and provides assurance to the RPB on delivery, financial management and performance.

39. The RPB has organised its work in three thematic areas (Starting Well, Living Well, Ageing Well) supported by a Strategic Enabler programme (capital, workforce, digital, commissioning, innovation). It is proposed that each of the thematic areas continues to report on progress, risks and issues by exception to the Strategic Leadership Group. This new proposed arrangement includes a removal of a layer of programme governance.



40. These proposed new arrangements have been designed in partnership to ensure that there is a clear division of responsibility and no overlaps between the work and priorities of the PSB and RPB.

41. For example, though the RPB has statutory responsibility to consider the needs and service requirements relating to Violence Against Women and Girls, this work will be undertaken and reported through to the Cardiff PSB. The RPB can seek assurance on progress on this issue from the PSB if necessary, and information will be provided to ensure statutory annual reporting requirements are met in a stream-lined way.

42. The RPB will continue to keep its governance arrangements under review to reflect the new requirement to established Pan Cluster Planning Groups for each county, under the National Strategic Programme for Primary Care. It is likely that these will report into the SLG and undertake the planning and delivery of integrated health and social care services for Cardiff and for the Vale of Glamorgan.

43. There will also be a number of programme-specific Programme Boards convened to direct and oversee delivery of the RPBs strategic priorities, for example, @home, emPOWER and Learning Disabilities programme.

The Relationship between the PSB and RPB

44. As noted in paragraph 4, there is currently no formal sharing of information between the Cardiff PSB and RPB. Given the shared leadership role the PSB and RPB are proposing to take in this partnership framework, the following arrangements are proposed to ensure there is appropriate oversight and visibility between the work of the two boards:

- PSB and RPB agendas, papers, and minutes to be shared as a matter of course for each PSB and RPB meeting.

- PSB and RPB to have the ability to escalate issues to one another or request a briefing on any matter that is within their respective terms of reference.
- PSB and RPB support officers to meet on a regular basis to ensure operational co-ordination and coherence.

Conclusion

45. The Local Well-being Plan and upcoming Joint Area Plan are focussed on issues that require partnership working between public services on a Cardiff and Vale footprint. These issues are often complex, requiring commitment and concerted action across the public service system. The PSB has been clear that it wants to build on the partnership approach of Covid-19, which was characterised by day-to-day strategic and operational working across organisational boundaries, of sharing assets in support of shared goals and of moving quickly in a rapidly changing environment, enabled by technology, and supported by data.
46. The framework proposed in this paper is designed to support this ambition. It provides a rationalised structure for bringing the right people together to share information, agree a cross-public sector approach, to report progress and escalate issues. It is also simpler, with fewer meetings, and areas of duplication of activity have been removed. It therefore represents an important step towards achieving the PSB's ambitions for partnership working in Cardiff.

Recommendations

- The PSB is recommended to approve the proposed partnership arrangements set out in this paper.