

# **Wiltshire Improvement Partnership (WIP)**

## **Governance: A Review of Partnership Working in Wiltshire**

### **Phase two**

#### **Consultants' brief**

---

The Wiltshire Improvement Partnership (WIP) is a county-wide partnership set up to improve partnership working in Wiltshire. It sits under the Wiltshire Customer First Partnership.

There are currently four main projects involving all five authorities – Wiltshire County Council, West Wiltshire, North Wiltshire, Kennet and Salisbury district councils. The Government Office for the South West (GOSW) is supporting WIP by providing capacity building funding. Some additional funding from Lift SW has also been secured to support the governance project.

The recent decision by the Secretary of State to create one unitary council for Wiltshire impacts on the project as follows:

- In general, the scope of the report remains fundamentally unchanged, except for the role of District LSPs.
- Some uncertainty will remain until any judicial reviews of the Secretary of State's decision are complete – probably by the end of October.
- The roles of the District LSPs need to be looked at (once we have clarity) and this work needs to be phased accordingly.
- If the Secretary of State's decision is confirmed, the project can help ensure the role of district LSPs is properly considered in developing the new family of partnerships arrangements.
- The work undertaken as part of this review should incorporate the impact of the creation of one unitary council for Wiltshire on the family of partnerships.

West Wiltshire District Council is the accountable body for the administration and finances of WIP. Each of the principal local authorities across Wiltshire, as well as representatives of IDeA, the Audit Commission and others, are actively engaged in the projects.

## **1. Background**

The Wiltshire Strategic Board (WiSB) signed up to the Local Area Agreement (LAA) in March 2007. The LAA highlighted the need for greater clarity of roles for each of the main partnerships, including WiSB, district Local Strategic Partnerships and community level partnerships (see Appendix 1). This will be essential to enable the Wiltshire partnerships at various levels to deliver actions, to join up their work and to be accountable for their performance.

## **Phase one project**

In 2006-7, a three-month review of the partnership working in Wiltshire was conducted by SOLACE. This review took into consideration previous studies, and engaged with representatives of each partnership and authority, to ensure an inclusive interpretation of the needs in Wiltshire.

The main focus of the review included:

- Interim arrangements for the LAA.
- Governance arrangements for partnership working in Wiltshire.
- Cultural aspects of partnership working.

The initial step was consultation with 67 representatives from the Wiltshire councils, voluntary sector, emergency services and community area groups involved in partnership working. A consultation workshop to discuss the initial proposals followed in February, attracting 42 delegates from across the county's partnerships. Further consultation with Wiltshire Strategic Board Executive (WiSBEx) and WiSB then took place, with a focus on the findings of the preceding session(s). Attendance at key partnership meetings, including WIP, WiSB and District LSPs (See Appendix 1), and examination of best practice in other areas were also key features of the evaluation.

The review was summarised in a comprehensive report on the findings of the consultations and proposed changes to the existing governance structure of the Wiltshire partnerships. The proposals included:

- Interim arrangements for the LAA.
- Suggested governance framework and terms of reference.
- Changes across the Wiltshire 'Family of Partnerships', particularly highlighting the need for clearer roles and responsibilities.
- Arrangements for performance management and reporting.
- Implementation of the changes to be supported through facilitated workshops with established transition teams from each partnership.

The report – *Review of Partnership Working in Wiltshire: Governance, Performance Management and Risk* – contains extensive observations and proposals beyond the main ones above, although it should be noted that, as yet, there is not a consensus amongst partners or agreement to adopt the detail of the proposals, including some aspects of the diagram of the family of partnerships. A copy of the report and summary are enclosed.

## **2. Phase two project - facilitation and implementation**

As recommended in s11.3.1 of the above report, this project is phase two – to include further development of the 'Family of Partnerships', facilitation and implementation of the proposals for partnership working.

The WIP project board now wishes to appoint a consultant and facilitator team to further progress this partnership work.

A number of key points need to be stressed:

- This work should be seen as part of a programme of cultural change for partnership working - embracing and building upon the principles, commitments, behaviours and values set out in the phase one report.
- The direction of travel for partnership working, as set out in the phase one report, forms the basis for further developing partnership working in Wiltshire, based on the concept of a 'family of partnerships' with simplified and interdependent elements. It will not be feasible or desirable to re-run phase one.
- Facilitated workshops should form a key part of phase two. These will explore the reasons for the change, potential models, roles and membership and an action plan to move towards an agreed model which partners can buy into. This must result in clarity around the roles, terms of reference, constitutional framework (appropriate to each partnership, but based on common provisions across all partnerships) and membership of each of the partnerships in the structure.
- This work should have regard to the recommendations in the Ombudsman's special report on Local Partnerships and Citizen Redress (<http://www.lgo.org.uk/pdf/partnerships-sr.pdf>) to ensure that arrangements give adequate consideration to issues of redress and complaints by the public.
- A common performance management framework will need to be developed and adopted (as proposed in the phase one report).
- The workshops must take account of the preparation of the LAA 2008 (which will take place while the workshops are underway). The latest guidance from government anticipates significant changes from the LAA 2007 and these will have implications for the roles and functions of the partnerships.
- Although the LAA is an important 'driver' of partnership working, it should not become the only focus of work. The consultant/facilitators will be expected to consider and address other relevant issues and how they will be managed through the partnerships structure.
- The consultant/facilitators must be aware that, although there is flexibility within the structure, proposed changes should be proportionate and appropriate to meet the needs of different partnerships within the family of partnerships concept and framework.
- The arrangements put in place will be reviewed after one year to check that these are working well, in particular the contribution each partnership makes to the delivery of community strategy priorities and LAA outcomes. This will also provide the opportunity to make any changes required for the Wiltshire LAA 2009.

- The government is 'minded to approve' the proposal to establish One Council for Wiltshire in 2008/9 (the precise date will be determined by late September). The workshops should consider the implications for the relevant partnerships.

### 3. Objectives

The objectives for this project are:

- **To ensure that consensus on the 'family of partnerships' structure has been reached by the Wiltshire Strategic Board.**
- **To enable each partnership, or family of partnerships, to develop the right role.**
- **To ensure the roles of individual partnerships are complementary within the family of partnerships.**
- **To ensure the implications of the new approach to LAAs, sustainable community strategies, relevant best practice and impact of partnership working is well understood.**
- **To evolve the recommendations from the phase one work, having regard to the key points set out in this brief.**
- **To develop and embed the new approach to governance and way of working in partnership in Wiltshire.**

### 4. Scope

#### **Transition to a new family of partnerships framework**

The involvement of key partnerships or groups in Wiltshire affected by the change is essential to secure buy-in and a successful transition. The consultant/facilitators will be responsible for supporting each partnership or group in setting up a transition team, consisting of officer and Member representatives, to take charge of these changes, working alongside the consultant and facilitation team.

It is anticipated that focused discussions on contribution (and from that, role and membership), development of an action plan and facilitated efforts by the partners towards the first steps of transition will take place in the facilitated workshop settings. Structures should not form the starting point of these discussions. Submissions from bidding facilitators/consultants of their proposals for this work must clearly reflect how the bidder will approach the facilitated workshops and must include details of their previous experience and the contents of the phase one report.

The partnerships or groups that will be involved in workshops are listed below:

- 1. The Wiltshire Assembly  
(WiSB potentially forms the nucleus of this new group but it will include additional partners)
- 2. The Wiltshire PSB  
(WiSBEx forms the group from which the membership will be drawn)

- LAA Delivery Groups (considering interim arrangements):
  - 3. Children and Young People - Children and Young People's Trust Board.
  - 4. Safer & Stronger Communities - Safer Wiltshire Executive / Interim stronger panel.
  - 5. Healthier Communities - Healthier Wiltshire Partnership.
  - 6. Older People - Strategic group for older people's issues.
  - 7. Economic Development - Wiltshire Strategic Economic Partnership.
  - 8. Environment - Environmental Alliance (Waste Partnership / Biodiversity Partnership / Energy Partnership).
- District Local Strategic Partnerships (see Appendix 1):
  - 9. West Wiltshire LSP
  - 10. North Wiltshire LSP
  - 11. South Wiltshire Strategic Alliance (Salisbury)
  - 12. Kennet LSP  
(See notes in the introduction on the impact of the recent announcements on this group)
- Networks
  - 13. Social Inclusion Partnership.
  - 14. Voluntary Sector Network (not currently in existence). Meeting of voluntary sector representatives.
  - 15. Business Forum (not currently in existence). Meeting of business representatives from WSEP / WWEP / SWEP.
- Others:
  - 16. Rural Executive.
  - 17. Wiltshire Customer First Partnership.
  - 18. Cultural Partnership (not currently in existence). Meeting of cultural and sport representatives from existing partnerships.
  - 19. The Countryside and Landbased Group (CLGB).

Individual community area partnerships (CAPs) or area committees (in South Wiltshire) are not within the scope of this work. A separate piece of work has been scoped by the Wiltshire Improvement Partnership to work with community level partnerships. It is important that links are made between that 'community level' work and this initiative to ensure that the 'family of partnerships' works as a whole. Information about the scope of the community level work will be made available.

**Additional notes on facilitated workshops:**

The workshops for the Assembly and the PSB should be scheduled first to help set the framework for the other workshops. The specific roles and names of both should be developed at the workshops. This should ensure the family of partnership arrangements join up.

There are 20 partnerships or groups listed above. It is recognised that a workshop for each would be too many and that some joint workshops may be required. This could include for example, joining no's 7, 15 and 20; 1, 2, and 18; 13 and 14; 5 and 6. This would need careful consideration and it is important to stress that individual partnerships will have specific issues to consider, which should be taken into account.

Some initial work in defining future roles and priorities may have already been considered in certain partnerships.

In respect of certain existing partnerships, the views of some key organisations may need to be considered prior to the workshops to understand context, any issues of concern, membership and other matters that may need to be taken into account. This will provide background and a start point for running the workshops.

The move from four District Councils and one County Council to One Council for Wiltshire will have particular significance for the County and District LSPs. This will be a matter ultimately for the transitional authority and the new Council, but the relevant workshops should consider the options so that their views are available to these authorities.

Bid responses must specifically address the points set out above.

**Joint overview and scrutiny**

A proposal to set up a joint overview and scrutiny committee was put forward in the phase one report. This would review the delivery of the Wiltshire sustainable community strategy, LAA and other relevant countywide issues.

The consultant/facilitators will be required to consult in order to be in a position to make recommendations in relation to the decision 'in principle' to create a joint overview and scrutiny committee. If the partners take the decision to create a joint committee, the consultant/facilitators will be required to provide suitable support to facilitate the development of its role, membership and terms of reference. The consultant/facilitators would be responsible for ensuring that the partners were able to resolve a number of issues including:

- Relationship to partnerships, and particularly to the Wiltshire Assembly to ensure roles do not conflict. This includes 'community calls for action'.
- Role and delineation with other existing scrutiny functions, to ensure there is no duplication
- Membership representation.

- Resources and additional work commitment needed.

The government's decision about One Council for Wiltshire will need to be taken into account in establishing scrutiny roles.

In their response, bidding consultants/facilitators must provide information on what would be required in order to set up a new joint scrutiny function and this aspect must be costed separately in the bid.

### **Developing a shared performance management framework**

The need for a shared and consistent performance framework to support the delivery of community strategies and the LAA was recognised in phase one and proposals were suggested. These need to be further developed and adopted by all the partnerships. Performance management will be one of the issues to be considered in the workshops. Additionally, there is a need to consider the feasibility of adopting a common performance monitoring and reporting system for partnerships. Two existing systems may be appropriate for development to a countywide system - Excelsis (Wiltshire County Council), and pbviews (Salisbury District Council).

A range of issues will need to be considered including:

- Agreement of performance measures.
- The establishment of reporting arrangements.
- Accountability.
- Data collection and mechanisms to ensure high quality data.
- Data sharing agreements and protocols, where required.
- Communicating performance and progress on work to key stakeholders.
- Resources to make it work.

In their responses, bidding consultants/facilitators must show details of the activities and support that would be needed to set up a common performance management framework and this aspect must be costed separately in the bid.

### **Risk assessment and management**

This was not addressed in phase one, as originally envisaged. This is a specialist area which will be dealt with separately outside this brief.

## **5. Outputs**

The consultant/facilitators' role would be to provide the driving force for the changes discussed above and in the phase one report, using the report as a foundation. It is imperative that the consultant/facilitator team is able to achieve consensus between partners on the way forward and support each partnership. This would be done through:

- Working with WiSB and WiSBEx to move to an agreed way forward for a Wiltshire Assembly and Wiltshire PSB, respectively.

- Helping the partnerships and networks develop proposals and implement the new arrangements, ensuring that each group's needs are catered for on an individual basis.
- Working specifically to support the creation of a new Overview and Scrutiny Committee.

The outputs of this project must be appropriate for other WIP work and any matters affecting local government in Wiltshire. Bidding consultants/facilitators are asked to provide in their bids detail on the outputs that they will achieve and also information on how these will be measured.

Bids must also include draft project plans, taking into account the information and proposals set out in this brief and the phase one report.

Outputs for this project should include, as a minimum:

- **The concept of the 'family of partnerships' is widely understood and firmly embedded.**
- **The roles of each partnership are reviewed, understood, and finalised.**
- **The specific contribution that each partnership can make to the Wiltshire sustainable community strategy and LAA is understood.**
- **Governance arrangements are in place including, where appropriate, terms of reference, constitutions (governance frameworks along the lines set out in the phase one report), and a corporate performance management framework for each partnership in the structure.**
- **A new joint overview and scrutiny committee is established.**
- **Appropriate links with the project on community areas.**

## 6. Timescales

It is expected that this work will take approximately four months to complete, with the facilitated workshops taking place in the autumn/winter 2007. During this time, each partnership should have sufficient time to ensure their role, position in the governance structure and way forward is fully understood and ready for roll out.

It is intended that, by February 2007, the work with individual partnerships and groups will be complete and there will be agreement on the way forward.

Some key meeting dates during the expected project term are:

- WIP Project Board meetings – monthly updates.
- Customers First Management Board – 9 October; 11 December.
- WiSBEx – 20 September; 20 November.
- WiSB – 17 September; 3 December.
- WiSB Annual Conference – 16 October.

An approximate timetable is outlined below:

| Date                 | Action  | Notes                                      |
|----------------------|---|--|
| 13 Sept 07           | Panel to select bid   |  |
| Mid-end Sept 07      | Discussions with successful consultants to work up proposals, detailed project plan etc   |  |
| 1 Oct 07             | Formal project start  |  |
| Early Oct 07         | Facilitated workshops for Wiltshire Assembly and PSB  | These workshops need to be completed first |
| Late Oct 07 - Nov 07 | Facilitated workshops for other partnerships  | A rolling programme will be developed      |
| Oct-Dec 07           | Joint overview and scrutiny proposals developed and consulted on<br><br>Performance management framework proposals developed and consulted on |  |
| Jan-Feb 07           | Position, feedback, and agreement on way forward  |  |
| April-May 08         | New arrangements to go live   |  |

Bidders are asked to comment in their responses on the timetable proposals as above and to incorporate these into their draft project plan.

## 7. Consultancy support

This project requires the consultant and facilitators to work with transition teams from each partnership or group (as outlined). The consultant and facilitators will help the partnerships to develop a clear sense of purpose and momentum and move on to their new role as simply as possible.

It is a requirement for this appointment that the consultant and facilitators be experienced in county-wide partnerships, in particular changes to governance structures and defining roles and evidence of this experience must be provided in the bid responses.

The contractor(s) will liaise with WIP throughout the project. The Partnership will require the consultant/facilitators to adopt a project management approach (as used by the Wiltshire Customer First Partnership) and prepare and submit monthly updates (highlight reports) on progress against milestones.

## 8. Key roles and responsibilities

The WIP project board will:

- Agree the consultants' brief in consultation with WiSBEx
- Undertake tendering, recruitment and appointment of consultant
- Monitor the progress of the project at monthly meetings
- Advise on any changes which need to be made to the contract
- Monitor performance of the contract

- Arrange for payment of consultants fees in line with agreed costs and upon delivery of outputs to the required standard
- Agree development of future projects and authorise spend accordingly

The WIP project manager will:

- Request representatives from authorities to act as a project team
- Agree project outcomes with the WIP board and project team
- Ensure links made with LAA
- Assist with appointment of project consultant
- Maintain regular contact with members of the project team and convene such meetings as are required
- Maintain regular contact with the project consultant and ensure outcomes are delivered and any problems identified and addressed at an early stage
- Provide regular reports to the WIP Project board
- Work up projects to deliver on outcomes in association with the project team and project consultant

The Project Team will consist of representatives of participating partners and will:

- Confirm the partnerships to be involved in this project
- Provide information and data from their respective authorities and LSPs required by consultant
- Ensure links are maintained and information fed into relevant local partnerships/boards
- Feedback to their respective organisations on project proposals, progress and outcomes as appropriate
- Ensure that duplication of initiatives is avoided as far as possible
- Attend meetings as appropriate

The Project Consultant and Facilitators will:

- Finalise scope of work with the project team and project board
- Produce a detailed project plan with milestones, deliverables etc
- Familiarise themselves quickly with the key issues identified in the phase one report
- Make a list of information/data requirements
- Arrange and run workshops with partnerships, setting down the objectives and terms of reference for the workshops
- Advise the project manager immediately of any difficulties in obtaining data or other requirements
- Attend meetings of the project team and WIP Project Board upon request
- Provide written updates to WIP project board meetings
- Produce interim and final reports in line with the project plan (which may through agreement be subject to change)
- Advise on the development of projects to deliver objectives
- Achieve the outputs set out in this brief in accordance with their bid proposals and as agreed from time to time during the course of the project

## 9. Risk Assessment

Partnership working, by its nature, carries new financial, legal and reputational risks. This is especially true when making such considerable changes, as proposed in the phase one report.

The table below demonstrates the potential risks to this project and the level of risk each one currently poses.

| <b>Risk management – Phase two</b>   |                            |                       |   |
|--|----------------------------|-----------------------|---|
| Risk   | Potential Impact (H, M, L) | Probability (H, M, L) | Activities to resolve problems  |
| Lack of momentum in moving from facilitation phase one to implementation phase two | H                          | M                     | Communicating the need for change and engagement in process by all the partnerships<br><br>High level commitment from WiSB and WiSBEX members |
| No 'buy-in' to changes   | H                          | M                     | Facilitated workshops and meetings to discuss ideas and seek agreement prior to change.   |
| LGR in Wiltshire – impact on partnership working                                   | H                          | M                     | The government is 'minded to approve' the proposal to establish One Council for Wiltshire   |

## 10. Requirements

In addition to the matters set out in the body of this brief, the following details should be included in all bids submitted to WIP for this work:

- Details of the team's knowledge and understanding of two-tier county partnerships and the current issues facing them.
- Experience of working with partnerships to develop their roles.
- Confirmation of the team's understanding of the contents of the enclosed phase one report.
- A total cost statement - with full details of the proposed cost of delivering the required consultancy work, including standard daily rates, rates for production of reports etc. The statement should include separate costed proposals for:
  - Development of family of partnerships framework with facilitated workshops.
  - Establishment of a joint overview and scrutiny committee.
  - Development of a countywide performance management framework.

The project has a total budget provision of approximately £50,000 to complete this work.

- The rationale or approach they would take to the work to deliver the project and any alternative delivery options.
- A draft project plan showing key dates, milestones, deliverables and reporting arrangements.
- Number of days allocated to each element of project and outputs.
- Analysis of risks to successful completion of the consultancy.
- Confirmation of the capacity of the team of consultants/facilitators to complete project within timescales set.
- Statement of the quality measures / standards which will be incorporated to ensure a high quality product is delivered and details of how the team will ensure compliance with the quality standards proposed.
- CV of those persons proposed to undertake the work, to include;
  - An indication of the number of days each will contribute.
  - Relevant experience and knowledge.
  - Contact details of other clients who may be approached for reference purposes.
- Names and addresses of two referees who can comment on similar / related projects in other public sector organisations. Bid responses must make clear whether these referees will be commenting on the performance of the team members proposed for this project, or on the organisation's previous performance generally.
- Details of any potential conflict of interest associated with the commission.
- Certificates of insurance or broker's letter(s).

Five hard copies of all reports will be required along with electronic copies on CD ROM in Microsoft 'Word' readable format.

By submitting a bid, bidders confirm and agree that all reports and data gathered from the work will remain the property of the Wiltshire Improvement Partnership and their submission of a bid constitutes an assignment of future rights in such work.

The deadline for submissions of bids to provide consultancy work for this project is **5.00pm on Monday 3 September 2007.**

Bids should be sent to: Paul Mountford  
WIP programme manager  
Wiltshire Improvement Partnership  
West Wiltshire District Council  
Bradley Road  
Trowbridge  
Wiltshire  
BA14 0RD

The short listing of bids will take place on **4 September 2007**. A selection panel has been scheduled for **13 September 2007**, when the short listed consultants would be expected to attend to give a brief presentation and to discuss their bids in more detail.

## **Disclaimer**

WIP is not obliged to accept any quote for consultancy it requires and may withdraw the opportunity at any time without notice.

The winning bidder will be selected on the basis of the most economically advantageous tender in the reasonable opinion of the assessing organisations, having regard to the quality and price of the bids submitted. Consideration will be given to the experience of the proposed team, knowledge, deliverables and cost proposals. WIP may commission individual deliverables from a variety of contractors, which are best suited to the delivery of the project's outcomes.

By submitting a bid, consultants agree that they shall remain responsible for their own costs in preparing their response to the bid and neither WIP nor its member organisations will be responsible for any costs or liable in any way to any bidders.

## **Further Information**

For more information on this project or the Wiltshire Improvement Partnership, please contact Liz Richardson or Paul Mountford (01225) 776655 or [pmountford@westwiltshire.gov.uk](mailto:pmountford@westwiltshire.gov.uk).

For a copy of the County Council's proposals for one unitary authority for Wiltshire, visit their website:  
<http://www.wiltshire.gov.uk/council/local-government-white-paper.htm>

### **Wiltshire Local Strategic Partnerships and Community Area Partnerships/Committees**

#### **Local Strategic Partnerships**

West Wiltshire LSP  
Kennet LSP  
North Wiltshire LSP  
South Wiltshire Strategic Alliance

#### **Community Area Partnerships / Area Committees**

Work at the community level is scoped separately. It is important that links are made between that work and this governance project. Information about the scope of the community level work will be made available.

##### **West Wiltshire**

Bradford-on-Avon Community Area Partnership  
Melksham Community Area Partnership  
Trowbridge Community Area Partnership  
Warminster Community Area Partnership  
Westbury Community Area Partnership

##### **Kennet**

Devizes Community Area Planning Partnership  
Marlborough Community Area Strategic Partnership  
Pewsey Area Community Planning Partnership  
Tidworth Community Area Partnership

##### **North Wiltshire**

Calne Community Area Partnership  
Chippenham Area Community Partnership  
Corsham Area Community Partnership  
Malmesbury & Villages Community Area Partnership  
Northern Community Area Partnership (NCAP)

##### **Salisbury (South Wiltshire)**

Northern Area Committee  
Southern Area Committee  
Western Area Committee