Appendix A

Proposals for the Development of a Strategic Partnership for Lancashire

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Summary

- There are a number of compelling reasons to establish a strategic partnership for Lancashire. A countywide partnership will help in the delivery of high quality public services where a strategic and pan Lancashire approach can add real value to the work of district based Local Strategic Partnerships. Last year three consultation events explored the possible role of a Lancashire Partnership. A consensus emerged that it should complement district LSPs and focus on strategic issues.

- A Lancashire Partnership Forum could be established, meeting about two or three times per year. A Lancashire Partnership Executive could steer the work of the Partnership, meeting about six times per year. Proposed terms of reference are set out in the report. Appendix One and Two set out the full membership.

- The priority themes developed by the Partnership should be based on:

  - consensus building work carried out to date.
  - strategic issues emerging from LSPs, ELP, LWP not dealt with elsewhere.
  - issues of concern arising from a 'state of Lancashire' report.
  - results of new and existing public opinion research.

  The Partnership should not address issues dealt with by existing partnerships or processes.

- The vision and strategy for the Partnership's priorities should be developed through 'thematic' forums or partnerships. These thematic strategies will effectively become 'chapters' of the Lancashire Community Strategy. The key 'issues of concern' will determine the thematic partnerships that the Partnership decides to address.

- Discussions should take place on the capacity and potential for selected strategic partnerships to act in this way.

- In terms of democratic legitimacy, elected Members could work on both the Forum and Executive. Each district could have two places on the Forum. This can be for the Leader, LSP Chair or the Chief Executive. The Executive could have places for 4 districts (two from east Lancashire and two from Lancashire west). Council Leaders, LSP Chairs or Council Chief Executives could occupy the places.

- Key milestones in the process are:

  - First meeting of organisations interested in establishing a Lancashire Partnership – 9 May 2003
  - Research phase – May to November 2003
  - 'Thematic' forums or partnerships develop strategy – Nov 2003 to May 2004

- Draft Lancashire Community Strategy consultation –July 2004 to September 2004.
- Lancashire Community Strategy (endorsement phase) – Sept 2004 to Nov 2004
- Lancashire Community Strategy adoption – November 2004.

Introduction

This paper sets out proposals for the development of a strategic partnership for Lancashire.

The proposals are non-definitive, and are aimed at stimulating debate. Suggestions for a possible way forward are included.

Background

There are several reasons for seeking to establish a strategic partnership for Lancashire:

- to support and add value to the work of district based LSPs and the two sub-regional partnerships
- to better harmonise the work of different agencies operating at a County-wide level to strengthen the delivery of high quality public services
- to provide a 'voice' for Lancashire at regional, national and European levels.

Finally, the County Council has a statutory duty to prepare a Community Strategy through a multi-agency partnership.

The landscape of partnership working in Lancashire is complex. Twelve district based LSPs have recently become established. The Lancashire West and East Lancashire Partnerships have valuable roles to play. Eight Primary Care Trusts have resulted from a major re-structure of the health sector in the County, and the Strategic Health Authority covers both Cumbria and Lancashire.

In establishing a Lancashire-wide partnership, the County Council is sensitive to these developments and is keen to develop proposals at a pace that is comfortable for partners. The County Council is also sensitive to the need to add real value to the work of LSPs and the sub-regional partnerships.

In this context, three developmental workshops have been held over the last 12 months to establish a consensus on the role and remit of a countywide strategic partnership. Moreover, 45 'one-to-one' discussions have taken place with the chief executives and senior officers of partner organisations to establish general agreement on the best way forward.

A consensus on the role and remit for a strategic partnership for Lancashire was established last year.

In addition, the County Council has recently undergone a comprehensive CPA inspection by the Audit Commission. The Commission recommended that the County Council establish a Lancashire Partnership in 2003.

This paper proposes the next steps.

Structure and Membership

The attached diagram shows the possible structure of the Lancashire Partnership, together with the relationship with district based LSPs.

Lancashire Partnership – Forum

Suggested members of the Forum are attached at Appendix One, but this is not meant to be prescriptive. The Forum will meet about three times per year, and will oversee the work of the Steering Group. Inclusivity is more important than manageability. In other words, it is more important to establish a sense of inclusion in this part of the partnership than to manage the programme of work.

Two representatives per district will be invited (24 in total). It is suggested this could be an elected member and senior officer, although it will be for each district to determine. The representatives could come from the LSP or the District Council. The County Council will have 10+ places – again involving a mix of elected Members and senior officers. The inclusion of 24 elected Members should provide some form of democratic legitimacy for the Forum.

The County Council will provide Secretarial and administrative support.

Lancashire Partnership – Executive

The Executive, as its name suggests, will direct the work of the Partnership and will provide regular progress reports to the Forum. The Executive is accountable to the Forum. It will meet six times per year (every two months). The suggested membership is set out in Appendix Two.

Manageability of the programme of work will be more important than inclusivity of stakeholders. This means keeping the membership of the Group to a sufficiently low level to manage business effectively.

That said, the Lancashire West Partnership could nominate three elected members, Chief Executives or LSP representatives to the Executive (3 from 7 districts). The East Lancashire Partnership could nominate two elected members, Chief Executives or LSP representatives to the Executive (2 from 5 districts). This reflects the greater population and diversity of issues in Lancashire West compared to East Lancashire.

The nominations can be rotated annually, and substitutes could be made if one district cannot attend the meeting. It is also proposed to send papers for the Executive (electronically) to all members of the Partnership. A regular standing item on the Partnership could be made to the Lancashire Leaders and Chief Executive's Group.

Lancashire Strategic Partnership: Structure and Relationships

Possible thematic Partnerships or Forums.

These will be determined by the key issues that the Partnership decides to address.

The eight Lancashire Primary Care Trusts could nominate two PCTs to the Executive, one from east Lancashire and one from Lancashire west, again rotated on an annual basis.

Lancashire County Council could be allocated five places for elected Members.

The County Council could provide Secretarial and administrative support.

Terms of Reference

The following terms of reference for the Lancashire Partnership are suggested:

Leadership

1. Establish and promote a shared vision for the social, economic and environmental well-being of Lancashire, now and for future generations.

2. Encourage all organisations and partnerships across Lancashire to strengthen joint working for the delivery of high quality public services.

3. Ensure the unique interests of Lancashire and its people are protected and promoted at regional, national and European levels.

Co-ordination

1. Co-ordinate Lancashire-wide policies, plans and programmes across organisational and partnership boundaries to ensure they contribute towards achieving the 'vision' for Lancashire.

2. Support, share good practice, and add real value to the work of district based LSPs by addressing strategic issues that are best tackled at a Lancashire-wide level. Support and add real value to the work of the East Lancashire Partnership and the Lancashire West Partnership.

3. Discuss and agree how Lancashire-wide partnerships should work together to develop long-term visions and strategies for the Lancashire Community Strategy.

Key Tasks

1. Develop, implement and monitor a Community Strategy for Lancashire, ensuring that it supports, and is supported by, district Community

Strategies and the strategies of key partnerships and organisations in the County.

2. Develop a bi-annual 'state of Lancashire' report that identifies key social, economic and environmental conditions and trends and their inter-dependencies.

3. Oversee, contribute to, and monitor the implementation of the Local Public Service Agreement for Lancashire.

4. Identify and where necessary address key strategic issues emerging from the Community Strategies of LSPs in Lancashire. Certain sub-regional issues might also be addressed on a strategic basis.

5. Seek the views and aspirations of people living and working in Lancashire, and co-ordinate, as far as practicable, research into public opinion at the County level.

6. Complement public opinion research at County level with the community consultation work undertaken by LSPs.

What themes could the Partnership develop?

The developmental work on the role and remit of the Lancashire Strategic Partnership established some clear parameters:

- The Partnership must complement and add real value to the work of district based LSPs, the East Lancashire Partnership and Lancashire West Partnership.

- The Partnership must strengthen co-ordination and avoid duplication and unnecessary beaurocracy.

Within these parameters, a consensus emerged that a countywide partnership could usefully develop agendas around the following themes:

- Environment
- Transport
- Rural issues
- Community Cohesion
- Health & Social Care
- Community Safety
- Lifelong Learning

These issues may be changed following:
- Public opinion research
- 'State of Lancashire' report
- LSP Community Strategies

Other issues might also emerge following more detailed research into public opinion and through the use of quality of life indicators. For example, key national policy initiatives that could be addressed include:
- Teenage pregnancy
- Children and young people

It will be important to check these issues against the themes emerging from district community strategies and neighbourhood renewal strategies. Themes that have a strategic or Lancashire wide significance could be added provided other organisations or partnerships are not addressing them. Taking account of community strategies and LNRSs will ensure that community priorities are addressed since these must be founded on community concerns and priorities. Findings from the County Council's citizen's panel would provide a further check that community concerns are addressed.

Finally, a 'state of Lancashire' report into the social, economic and environmental conditions of the County would provide an analytical check on the issues of concern. The 'state of Lancashire' report will identify where issues of concern are being tackled through the work of LSPs or other partnerships and organisations.

In such cases, it would not necessarily be the intention to tackle these issues through the Lancashire Partnership.

The Partnership would in the main seek to tackle issues of concern requiring a strategic response that are not being addressed by existing partnerships or organisations.

Working with County-wide Forums and Partnerships

The priority themes for the Lancashire Partnership (and hence the Lancashire Community Strategy) will be based on:

- the consensus building work carried out with partners to date.
- the strategic issues arising from District Community Strategies and LNRSs that are not being addressed by existing organisations and partnerships.
- the strategic issues arising from public opinion research and a 'state of Lancashire' report that in the main do not fall under the remit of existing organisations and partnerships.

Having identified and reached agreement on its priority themes, the Lancashire Partnership will need to develop strategies and actions to tackle these priorities.

A separate thematic forum or partnership should develop the vision, strategy and actions for each priority theme.

In some cases the thematic forums or partnerships exist in full. In others they may need to be modified or established.

Each thematic forum or partnership should develop its own vision and strategy around its theme. The thematic strategies will effectively become 'chapters' of the Lancashire Community Strategy.

In developing the content of thematic visions and strategies clear terms of reference will be needed. The Forums or Partnerships will develop these by:

- Having regard to the issues arising from district based LSPs, Community Strategies and Local Neighbourhood Renewal Strategies.

- Consulting with service users and stakeholders.

- Ensuring that visions and strategies are underpinned by community and organisational priorities and a robust needs analysis.

- Ensuring consistency with national, regional and local policies.

The thematic partnerships should report progress on strategy development to the Lancashire Partnership Executive.

Preparatory Work

The following items of work will help to focus and clarify the priorities for the Lancashire Partnership and the Lancashire Community Strategy. It is important to check that all key issues have been captured.

District Community Strategies and LNRSs

- Identify the priorities and 'issues of concern' arising from district Community Strategies and Local Neighbourhood Renewal Strategies. The County Council's District Partnership Officers will have an important role to play here.

- Identify strategic and common issues from CSs and LNRSs that are not being addressed through other partnerships or processes.

- CSs and LNRSs are based on community priorities and concerns. Analysing the issues of concern from these strategies should therefore provide a useful basis to underpin the Lancashire Community Strategy.

State of Lancashire Report

- Use existing sources of data (eg. MADE) to prepare a draft report using quality of life indicators (eg. Audit Commission set of Q of L PIs).

- Analyse data at ward level wherever possible.

- Identify strategic issues that are, and are not, addressed by LSPs or other partnerships and processes (including ELP and LWP).

Public Opinion Research

- The Lancashire Partnership, as one of its first tasks, to commission 'quality of life' public opinion research into the priorities and concerns of the citizens of Lancashire. It is expected that the Partnership will have a key role in the design of the research and in considering its outcomes.

Consensus Building Work – Shared Intelligence

- The three developmental workshops, together with the consensus building work undertaken by Shared Intelligence in 2002, identified several themes where partners felt a countywide agenda would add value. These were:

  - Environment
  - Transport
  - Community cohesion
  - Community safety
  - Health & Social care
  - Rural issues, and potentially,
  - Education and learning.

Timetable

The attached project plan sets out a possible programme for the development of the Lancashire Partnership and the Lancashire Community Strategy.

First Meeting of the Lancashire Partnership - Agenda

The first meeting of the Lancashire Partnership will take place on 9th May 2003. This will be a meeting of all interested bodies (ie, a forerunner to the Partnership Forum).

The full Partnership could be asked to:

- Build on the successful foundation work into the role and remit of the Lancashire Partnership. The work was carried out by Shared Intelligence in 2002.
- Consider the structure, membership, role and remit, etc of the Partnership. The key elements of this paper would set the framework for that debate.
- Consider the proposed timetable for developing the Partnership and the Lancashire Community Strategy.
- Consider the nature, extent and timing of the foundation work to underpin the development of the Community Strategy (eg: public opinion research through focus groups and quality of life questionnaires; the parameters of a state of Lancashire report.)

Appendix One – Proposed Membership of the Lancashire Partnership Forum

Organisation	Number of Places
Public Sector	
Lancashire County Council (10 Members + support 0fficers)	10+
Burnley Borough Council or Burnley Action Partnership	2*
Chorley Borough Council or Chorley Partnership	2*
Fylde Borough Council or Fylde LSP	2*
Hyndburn Borough Council or Hyndburn First	2*
Lancaster City Council or Lancaster LSP	2*
Pendle Borough Council or Pendle Partnership	2*
Preston City Council or Preston Strategic Partnership	2*
Rossendale Borough Council or Rossendale Partnership	2*
Ribble Valley Borough Council or Ribble Valley Partnership	2*
South Ribble Borough Council or South Ribble Partnership	2*
West Lancashire District Council or West Lancashire Forum	2*
Wyre Borough Council or Wyre Partnership	2*
Burnley Pendle and Rossendale PCT	1
Chorley and South Ribble PCT	1
Fylde PCT	1
Hyndburn and Ribble Valley PCT	1
Morecambe Bay PCT	1
Preston PCT	1
West Lancashire PCT	1
Wyre PCT	1
Cumbria and Lancashire Health Authority	1
Lancashire Care Trust	1
Lancashire Learning and Skills Council	1
Lancashire Connexions Service	1
Lancashire Constabulary	1
Lancashire Police Authority	1
Lancashire Fire & Rescue Authority	1
Lancashire Fire and Rescue Service	1
North West Regional Forum (Planning & Transport)	1
North West Development Agency	1
Government Office North West	1
Highways Agency	1
Environment Agency	1
Countryside Agency	1
English Nature	1
Lancashire Association of Parish and Town Councils	1
Lancashire Drug Action Team	1
Lancashire Youth Offending Team	1
Lancashire Probation Service	1

(*Elected Member and Senior Officer)

Organisation	**Number of Places**
Voluntary Sector	
Burnley, Pendle and Rossendale CVS	1
Chorley and South Ribble CVS	1
Blackpool, Fylde and Wyre CVS	1
Lancaster District CVS	1
Preston CVS	1
West Lancashire CVS	1
Hyndburn & Ribble Valley CVS	1
Lancashire Wildlife Trust	1
Lancashire Groundwork Trusts	1
Lancashire Wide Network for Minority Ethnic Women	1
Galloways Society for the Blind	1
Central Lancashire Commission for Racial Equality	1
Community Futures	1
Lancashire Disability Forum	1
Faith Sector	
Lancashire Forum of Faiths	1
Community Sector	
12 Lancashire District LSPs Community Sector Representatives (nominated by each LSP or Community Network where relevant)	12
Lancashire Youth Parliament	4
Business Sector	
East Lancashire Small Business Service	1
North and Western Lancashire Small Business Service	1
East Lancashire Chamber of Commerce	1
Central and West Lancashire Chamber of Commerce	1
Lancaster and District Chamber of Commerce	1
United Utilities	1
British Aerospace	1
National Farmers Union	1
Business Sector leader or representative (tbc)	1
Lancashire Association of TUCs	1
Academic Sector	
University of Lancaster	1
University of Central Lancashire	1
Edge Hill College of Higher Education	1

Organisation	**Number of Places**
Strategic Partnerships	
East Lancashire Partnership	1
Lancashire West Partnership	1
Lancashire Early Years Partnership	1
North and Western Lancashire Lifelong Learning Partnership	1
East Lancashire Lifelong Learning Partnership	1
Lancashire Rural Partnership	1
Lancashire Teenage Pregnancy Board	1
Lancashire 'Environment' Partnership (tbc)	1
Lancashire Chief Officers Crime & Disorder Group	1
Lancashire Children's and Young People's Partnership (tbc)	1
Lancashire Tourism Partnership	1
Lancashire Children's Fund Partnership	1

Appendix Two – Proposed Membership of the Lancashire Partnership Executive

Organisation	Number of Places
Lancashire County Council	5 *
East Lancashire District Councils (2 from 5)	2 **
Lancashire West District Councils (3 from 7)	3 **
Cumbria and Lancashire Health Authority	1
Lancashire Primary Care Trusts (2 from 8)	2***
Lancashire Learning and Skills Council	1
Environment Agency	1
Lancashire Constabulary	1
Leader from the Business Community (tbc)	1
Lancashire CVSs (1 from 8)	1
Lancashire Forum of Faiths	1
East Lancashire SBS and NW Lancashire SBS	1
Preston Commission for Racial Equality & East Lancashire Together	1
East Lancashire Partnership	1
Lancashire West Partnership	1
	23

* Lancashire County Council to allocate places to elected Members.

** Lancashire West Partnership and East Lancashire Partnership to nominate four elected Members, Chief Executives or LSP representatives. Two from east Lancashire, three from Lancashire west. Nominations reviewed annually.

*** The eight Primary Care Trusts in Lancashire to nominate two PCTs. One from east Lancashire, one from Lancashire west. Nominations reviewed annually.