

- Report to BSP Board

Title: Update Report from BSP Implementation Group

Date: 20 January 2011

Summary

1. BSPIG continues to interpret the local implications of the fast-paced Coalition agenda to develop our local approach to partnership working. The objective is to ensure we are best placed to collectively successfully deliver the long-term outcomes in our [Bucks family of Sustainable Community Strategies](#).
2. With key legislative programmes continuing their passage through parliament, such as the Localism, Police Reform and Health and Social Care Bills, we continue to manage the ambiguity this brings. We have already reported to the Board on how the partnership arrangements have evolved since the abolition of a top-down performance framework. The result is that our Local Area Agreement work is now finished, and we have moved to a slimmed-down work programme focussed on those areas of activity where the BSP can clearly add value. Following the decisions reached at the January BSP Board, the work programme is now as follows:
 - **Tackling Crime and the Fear of Crime:** Integrated Offender Management.
 - **Promoting Prosperity:** Broadband
 - **Narrowing the Gaps:** Childhood Poverty. Families with complex needs.
 - **Big Society:** personal responsibility. As part of this workstream, and BSP's co-ordinating role in supporting and facilitating 'Big Society' approaches, funding bids from the Voluntary, Community and Social Enterprise sector have been agreed (see funding below).
 - **Mapping the Public Sector state:** this workstream was added at the request of the Board, following the January 2011 debate with Tony Travers.

The attached BSP Annual Report 2010/11 reflects on achievements and challenges of the past year.

Developing our Partnership arrangements

3. Significant challenges and opportunities remain for the future shaping of our local governance and partnership arrangements. Whilst some streamlining of partnership bodies and frequency of meetings has already taken place, the status of the governance arrangements remains fluid. As the national policies become clearer, we will be in a position to crystallise some of the arrangements.
4. This includes governance arrangements for the Health and Wellbeing agenda. The shadow Health and Wellbeing Board has commenced in Bucks and made a strong start¹. These are very early days in the development of the Board, and members are concentrating on building understanding and good working relationships rather than focussing on procedural issues at this stage. Whilst the meetings are not yet being held in public, the Board issues clear communications immediately after each meeting to reflect the outcomes of the discussions. The latest meeting concentrated on testing out how the Board will define its role and ensure there is added value rather than duplication. As these discussions develop, the links across partnership governance arrangements will need to be reconsidered.

¹ Information about the shadow HWB, including terms of reference and membership, can be accessed on: http://www.buckscc.gov.uk/bcc/research/health_wellbeing_board.page

Community Budgets

5. The Board was updated at its last meeting on the development of national policy on Community Budgets. Whilst not badged as a successor to the 'Total Place' initiative, they are essentially building on that work. By devolving control of public spending to local areas, they offer opportunities for systematic change in delivery of public services. This therefore includes pooling or aligning resources to better deliver services that meet local needs.
6. There are currently 16 national pilots which commenced in April, all focussed on 'families with multiple problems.' The Government announced a rollout and expansion of Community Budgets on 29th June and it was therefore timely that a representative from the Essex pilot visited us last week to share their experiences, and providing an opportunity for BSPIG to debate the implications for Buckinghamshire. We have started to consider how our preventative approaches on the Family Intervention Project (FIP) and Integrated Offender Management (IOM) work could lead into a Community Budget approach. The October BSPIG meeting will look at the potential efficiencies across partners which the FIP work can generate, as well as exploring how the positive results from the IOM work can be sustained in the light of funding cuts to key tracker posts.
7. There are 3 elements to the recent Government announcement on Community Budgets:
 - **Rollout of the 'families with multiple problems' pilots:** In addition to the current 16 pilots, a further 50 authorities will get Community Budgets this year (to be up and running by April 2012), and at least a further 60 are expected to be in place by April 2013.
 - **New pilots on neighbourhood level Community Budgets:** Two areas will be selected to help co-design these, with the intention of giving residents the opportunity to say what services they want, how they should work and whether they want to run them.
 - **New pilots on 'Single Pot' Community Budgets:** Two areas will be selected to help co-design a Community Budget bringing all funding on local public services from the area into a single pot to test how to create the right local financial set-up to deliver better services that people want.

A prospectus will be issued by CLG at the end of the summer setting out the details for creating these single budget pilots. It is understood that a letter setting out more detail about the national roll out of Community Budgets will be sent to all Councils shortly. Innovative financing approaches on a payment by results basis are being considered as part of the Community Budgets work, such as Social Impact Bonds. This is an area which BSPIG is continuing to monitor and debate to explore the most appropriate approaches for Buckinghamshire.

BSP Funding

8. A summary of the current status of the BSP Pooled Fund is attached at Appendix A. BSPIG reviewed all completed projects at year-end, some of which are reported on in more detail in the Annual Report. Recently approved projects include extension of the Expert Volunteers programme and a 'Think Local, Give Local' campaign by BCF to help develop Big Society in Buckinghamshire by promoting philanthropy. All projects in receipt of current funding relate directly to the BSP 2011/12 work programme. A balance of £117k is available for future allocation.

Knowing Bucks project

9. The relaunched BSP website www.buckslsp.org.uk continues to progress, with a focus on sharing information and useful data between partners, as well as a partnership platform for common areas of interest such as policy development on 'Big Society'. Recent innovations which will go live over the next few months include the development of property mapping information and ability to display some of the shared information via interactive maps. Additionally, a facility for partners to advertise assets they have available for use will be on the website shortly, alongside the discussion forums for partners which

were launched recently. Usage of the website is showing a steady rise, currently at 4123 hits per month. As the website is now sufficiently developed, we have decided to discontinue the BSP emagazine, which was always intended as an interim communications solution, and instead route all traffic via the website. The final edition of the emagazine over the summer will therefore direct partners to the website.

Joint Overview and Scrutiny Task Group Report on Big Society

10. In December 2010, a task group of the Joint Chairman's Scrutiny Network established a task and finish group to consider how councillors, councils and partners can support the development of the Big Society in Buckinghamshire². The following recommendations were addressed specifically to the BSP:
- a. *We recommend that the County and District Councils in Buckinghamshire and the Bucks Strategic Partnership provide a written progress report on the implementation of recommendations after six months and one year on. This progress report will be published and considered by the Joint Chairman's Network.*
 - b. *We recommend that the Bucks Strategic Partnership, as part of its coordinating role in the Big Society, considers the following issues to ensure a common approach where appropriate and desirable:*
 - i. *that the collective impact on the voluntary and community sector of Big Society initiatives and policy is understood*
 - ii. *responses to the forthcoming Localism Act are developed*
 - iii. *a shared understanding is developed of the impact of community development/ capacity building approaches*
 - iv. *a shared approach to measuring the social return on investment is developed*
 - c. *We recommend that the Bucks Strategic Partnership should coordinate the collation of information on community needs, based on communities' own identification of their needs, making use of existing mechanisms, such as community plans and appraisals. This information should be made publicly accessible and inform partners' decisions that impact on local communities.*
11. BSPIG debated these recommendations, and proposes to the Board that an appropriate response from the Board would be:
- Accept recommendations a and b. In reporting against these recommendations, BSP expects the VCSE to lead on recommendations (bi) and (biii). CADEX will lead on (bii). In terms of the final recommendation, BSPIG is discussing an appropriate Buckinghamshire model for measuring the social return on investment and will take the lead on reporting against this.
 - Accept recommendation (c) but with the reservation that this is on the basis of exploring options for doing so, and by making the best use of existing resources.
- As a joint scrutiny report, the report is currently going through the decision-making processes of relevant partners and there may, therefore, be some feedback during this process.

Mapping the Public Sector State

12. At the Board's request, BSPIG has progressed the work on mapping the public sector state. A report is attached at Appendix B (the detailed service level mapping is not included). BSPIG agreed that the report provided valuable insight to help the partnership monitor the impact of public sector changes for our residents, and proposed that, in addition to monitoring a small basket of trend data, we would adopt the following approach:

² See [http://www.buckinghamshirepartnership.gov.uk/assets/content/Partnerships/BSP/docs/big_society\[1\].pdf](http://www.buckinghamshirepartnership.gov.uk/assets/content/Partnerships/BSP/docs/big_society[1].pdf) for full report

We will focus the level of detail in the service level mapping more narrowly on the frontline services for residents, and develop it further to enable the BSP to identify communities, groups and areas in Buckinghamshire that are at particular risk from public sector changes. This requires:

- Agreement by partners to share information about specific service closures, cuts in grants or other reductions (this could be shared in confidence)
- Information about alternative approaches being planned (to avoid over-demands on specific communities/groups/areas)
- Commitment by all partners to share and supply information in a timely manner

BSPIG recommends the Board this option, acknowledging that it requires a greater level of resource than an annual 'sensecheck' exercise and includes a co-ordinating role for one partner. Clearly, this Option will only produce a useful planning tool with full commitment and delivery by partners.

Recommendations

13. BSP Board is asked to:

- **Note the update report from the BSP Implementation Group**
- **Sign-off the BSP Annual Report 2010/11**
- **Agree to the recommendations of the Task and Finish Group on Big Society, with the proviso as set out in paragraph 11 above.**
- **Agree the approach to monitoring the public sector state set out under paragraph 12.**

Appendix A: Summary of BSP Pooled Fund as at 12 July 2011

BSP and LAA Funds	Revised Budget	Expenditure to 31 March 2011	Agreed 2011/12 spend	Comments
	£	£	£	
Total BSP and LAA Fund £1,700,000				
A. Completed Projects				
Adult participation in sport	230,000	230,000	0	
BCF Recession Proofing Projects	100,000	100,000	0	Funding completed – but ongoing projects reported to BSPIG
Carbon dioxide reduction	320,000	320,000	0	
Fly tipping	125,500	125,500	0	
HCA Single Conversation	35,000	35,000	0	
Home safety checks	133,000	133,000	0	
Interim Expert Volunteers	47,242	47,242	0	
Rural housing	45,000	45,000	0	
Stroke rehabilitation	19,980	19,980	0	
Supporting people	41,493	41,493	0	
ZapCarbon	10,770	10,770	0	
B. Ongoing Projects				
Tackling Crime & the Fear of Crime				
Integrated offender management	136,000	76,139	59,861	
Promoting Prosperity				
Broadband	100,000	71,578	28,422	
Narrowing the Gaps				
Family intervention programme	97,019	n/a	97,019	
Promoting Responsibility				
Think local, give local	24,500	n/a	24,500	
Expert volunteers programme	55,435	n/a	55,435	Two year project 2011-13
Other Partnership Improvement Work				
Knowing Bucks	61,500	36,000	25,500	
<i>Totals to date</i>	1,582,439	1,291,702	290,737	
TOTAL Unallocated Funding		117,561		

The Pooled Fund has been active over the last 3 years, and was sourced from partner contributions, primarily from the old Local Public Service Agreement reward grant.

Appendix B

Mapping the Public Sector State

Introduction

1. On 20 January the BSP Board received a presentation from Tony Travers of the London School of Economics. During the subsequent discussion, members acknowledged the need for the Partnership to oversee changes to the public state in Buckinghamshire. The Partnership is the best placed forum to monitor the impact of such changes not just on public sector organisations but also on other sectors and on groups and communities across the county. The BSP provides the opportunity for partners to consider Buckinghamshire in the longer-term and where necessary to stimulate activity to mitigate negative effects of change.
2. To this end, an initial mapping exercise has been undertaken to provide a comprehensive view of the public state and a baseline against which future changes can be compared. The mapping is at two levels:
 - High Level: summarising the current working environment and key challenges being faced by each public sector organisation
 - Service Level: detailing service information for each organisation, focussed on areas of change
3. Public sector partners were asked to contribute to the mapping, and returns were received from District and County Councils, the PCT, Police, Job Centre Plus, Fire & Rescue and Probation. Reflecting the complexity of current changes, some organisations were only able to provide high level information at this time.

Background

4. Nationally, all organisations across the public sector are managing funding cuts which, in many cases, are being implemented alongside major legislative change. The sector is in a state of flux and the implications of current changes are somewhat challenging to predict.
5. One of the key unknowns, for example, is the willingness and/or ability of individuals and communities to take up the opportunities offered through the government's drive for a rebalance of the relationship between individual and state. Nationally the level of volunteering has remained the same for several years and as yet there is little evidence to indicate that many people are ready or willing to voluntarily undertake tasks and duties that would previously have been delivered by the public sector.³
6. National evidence also indicates that the public is confused and conflicted by the changes proposed. For example, whilst people are supportive of the principles of greater localism and less central government control, they are wary of private or voluntary groups and charities taking on the state's role in service delivery.⁴
7. The government's welfare reforms are significant and may impact on other public sector organisations. Proposed cuts to working age Disability Living Allowance, for example, will affect the care and mobility support that disabled people can access, risking an increased reliance on council services. In addition, the building of the Universal Credit service around online claims may be more difficult for vulnerable groups without access to or ability to use computer systems.
8. Housing benefit is also undergoing significant reform including capping of benefits and the removal of the 5-bedroom rate. Being applied initially to new claimants from April 2011, the DWP estimates over

³ Public Finance Big Society Re-launch: The Risks, May 2011

⁴ Ipsos-Mori, Understanding Society, May 2011

775,000 people across the UK will be affected. It is predicted that the changes will result in the movement of claimants from very high cost areas with a consequent impact on additional services such as health and schools. The Chartered Institute of Housing highlights Buckinghamshire as an area likely to be most seriously affected by the reforms.

9. Combining financial cuts, legislative change and the long-term pressures such as demographic and population changes, public sector organisations are increasingly recognising that traditional models of service delivery are no longer sustainable.
10. The change from traditional ways to new models of delivery and new partnerships will need to be carefully managed to maintain and improve the quality of service to users and communities. For example, the Munro Report into child protection acknowledges that the changes across the public sector will impact on the way in which services interact to support children, families and young people, but will still have a crucial role to play.
11. The unprecedented complexity of change for the sector may mean that organisations revert to old habits of design and delivery in silos as they struggle to deal with financial challenges. A renewed focus on internal issues could also impact on data/knowledge sharing.
12. In addition, a short-term concentration on financial and structural change may result in long-term challenges like climate change or planning for an ageing population being given lower priority, with costly implications for the future.

High Level Analysis

13. The high level analysis of the public state in Buckinghamshire reflects the national picture with some specific detail in relation to the county:

Health

Nationally the NHS will need to save £20bn by 2015 and the impact of these savings in Buckinghamshire is not yet clear.

Clinical Commissioning Groups (the new iteration of GP Commissioning Consortia) and the national NHS Commissioning Board will take over responsibility for commissioning of services for local people and will have a strategic role in the planning of services. The Buckinghamshire and Oxfordshire PCTs have merged prior to closure which is now planned for 2013, although there are recent indications that PCT clusters may remain in place as local arms of the NHS Commissioning Board.

Buckinghamshire is a pathfinder for CCGs, with three operating across the county, and has a shadow Health and Wellbeing Board developing alongside as an Early Implementer. The Board will lead and advise on work to improve the health and wellbeing of the population of Buckinghamshire through the development of improved and integrated health and social care services (see Update Report for detail).

Strategic Health Authorities will be clustering before being disbanded in 2013 although, again, recent commentary indicates that SHA clusters may remain after this date as regional outposts of the NHS Commissioning Board.

Police

The Police Reform and Social Responsibility Bill includes proposals to replace Police Authorities with a single, directly elected Police and Crime Commissioner (PCC).

Locally this would mean one PCC for the Thames Valley Police Authority, whose remit would include allocation of funding such as community safety across the Thames Valley area. To ensure the needs of Buckinghamshire residents are considered, particularly in resource allocation, it will be important to build a good understanding and working relationship with the PCC. However, given the remit and geographical area of responsibility for the PCC, this may be a challenge.

Police neighbourhoods are being redrawn to cover larger populations of 20,000 people, meaning a reduction of 50% of the police neighbourhoods in Buckinghamshire.

Local Authorities

The Localism Bill currently making its way through Parliament enshrines the Government's commitment to redefining the state's relationship with residents. With significant new rights and powers for communities the Bill requires the development of a different response from local authorities, although it is not clear at this point to what extent communities in Buckinghamshire will exercise these new rights and powers.

The significant pressures on local authority finances mean an increased reliance on the VCS, local councils and groups in future service delivery and the development of creative solutions with communities.

For the County Council, in addition to the Localism Bill, particular challenges at the present time include implications of the Academies programme; the development of personal budgets and the care markets; the accountability agenda and the enhanced role of members. In addition, in 2013, public health responsibilities will move from the NHS to the County Council, Public Health England and CCGs.

For District Councils the implications of housing benefit reforms could be significant and for both levels of local authority the long-term challenges around housing growth, an ageing population and climate change remain.

A significant change in organisational terms is that the three District Councils in the south of Buckinghamshire (South Bucks, Chiltern and Wycombe) have agreed to move forward with a shared management team.

Probation

Reflecting the picture across the public sector and other probation trusts, Thames Valley Probation has had reductions in funding which have impacted on staffing levels and service provision. A number of posts have been reduced across the organisation, most significantly in programmes with direct impact on delivery.

A specific concern for Buckinghamshire is the funding of the three Integrated Offender Management/PPO tracker posts. The continuation of funding of these posts after 2010/11 is under threat and Probation will not be able to fund continuation of these posts. As this work relates to the most prolific offenders, there is a risk that the prevalence of crime and cost of crime to the community will increase.

Job Centre Plus

The welfare reforms together with government plans to 'Get Britain Working' provide the focus for the work of Job Centre Plus. Nationally the reforms aim to fight poverty, support the most vulnerable and help people break the cycle of benefit dependency. The services include: Work Together, where people interested in volunteering will be signposted to local organisations that have agreed to support unemployed people and to specific opportunities in their communities; and the planned roll-out in the autumn of the New Enterprise Allowance which aims to help unemployed people set up their own businesses.

Fire and Rescue

The authority is facing increasing pressure on services through demographic change, principally in relation to the ageing population profile and continued urban growth, particularly in Milton Keynes. In addition, the authority's government grant funding has been reduced by approx 25%, requiring a revenue budget saving of £4.8m by 2014/15.

The authority is planning to respond to these changes by continuing to invest in a comprehensive and well-targeted programme of prevention and protection activities to drive down demand for emergency response services, and by seeking ways of delivering frontline services more efficiently and economically. The Public Safety Plan 2012-17 proposes reviews around the crewing and provision of aerial appliance, wholetime appliances and Urban Search and Rescue, and crewing of day-crewed stations. The Plan is currently out for consultation (see Update Report for link).

Service Level Analysis

14. Appendix A provides an exception report providing information on areas that partners have identified as changing in some way. The full spreadsheet of information is available on the BSP website. Although from the service level information provided by partners, it is not possible to specify geographical or other communities or groups at risk, it is possible to identify some key issues:

Community grants & services:

The availability of District Council community grants is reducing and new approaches to service provision are being investigated:

- Grant panel savings of 10% over 3 years (AVDC)
- Managed reduction in community grants (CDC)
- Reduction in support for VCS (WDC)
- Development of trusts for the museum, arts development and the High Wycombe TIC (WDC);
- Development of trust for leisure centres (AVDC);
- Transfer of sports development and of the community centre and halls in High Wycombe

Community involvement

Local communities and councils are being approached by authorities to explore alternative methods of service delivery:

- Take over of youth centres in areas other than Aylesbury and High Wycombe (BCC);
- 14 Libraries (BCC);
- Community transport solutions (BCC)

Community Safety

The Fire & Rescue service are reviewing provision around home safety check referrals and youth inclusion initiatives. In addition, several partners are making reductions in this area:

- Whilst AVDC and SBDC are continuing with their work in this area, BCC and WDC will be targeting reduced funding. WDC is also reducing/transferring antisocial behaviour work;
- WDC is ceasing its community cohesion/Prevent work
- Probation are making some reductions in offender programmes (alternative provision is available for some stopped programmes)
- Funding for drug & alcohol services is being reduced (BCC)
- Less resource will be available through the police reforms for crime and disorder work

Young People

Where communities do not or are not able to respond to the potential closure of youth centres young people not in the two major urban areas of Buckinghamshire will be affected. In addition in the Wycombe District area, there is a possible cessation of support for young people.