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## A case study of the Cardiff Partnership



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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government.

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# 1. Background

## Learning from Cardiff as a case study

- 1.1. The Welsh Government is encouraging local authority collaboration - both between local authorities and between a local authority and its partner organisations - as an alternative to reorganisation and a means to cost-effective services that focus on outcomes for users and citizens. Following consultation during autumn 2011, the Welsh Government published *Shared Purpose - Shared Delivery* in July 2012<sup>1</sup> as guidance to local authorities and their partners, through Local Service Boards (LSBs), on integrating plans and partnerships to provide a more coherent, strategic approach to the prioritisation and delivery of outcomes.
- 1.2. To support the use of this guidance, the Welsh Government suggested that other local authorities and partnerships in Wales could learn from Cardiff's experience since 2011 of developing the *What Matters* strategy for integrated partnership working to deliver against the shared outcomes at the heart of it. Although other authorities had started to combine statutory and other service plans into a single document before the recent guidance, Cardiff was the only one to take a structured approach to a single plan, supported by the Welsh Government's agreement to relax the statutory requirements for individual plans.
- 1.3. The Welsh Government asked Shared Intelligence to develop a case study from Cardiff's experience to capture the learning from *What Matters* and the establishment of the Cardiff Partnership Board (CPB), for the Welsh Government, wider Welsh local government and Local Service Boards (LSBs). Shared Intelligence is currently working with Cardiff Business School for the Welsh Government on 'Learning to Improve', a four year evaluation of Welsh Local Government Policy. One of the three themes being explored as part of this is 'collaboration' through LSBs, as well as in neighbourhoods or localities through Communities First and through inter-authority collaboration.
- 1.4. This case study of Cardiff is being undertaken as part of the Learning to Improve commission, although it is not part of this evaluation, nor is it an evaluation of the CPB. It is being facilitated as a 'Learning Case Study' for the specific purposes above.<sup>2</sup>
- 1.5. The learning from Cardiff has been derived from:
  - Documentary analysis of the *What Matters* strategy and other relevant material;
  - A meeting with the Partnership Team Leader;

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<sup>1</sup> <http://wales.gov.uk/docs/dpsp/publications/120619sharepurpdeliveryen.pdf>

<sup>2</sup> The Learning to Improve study includes a separate sample of research case studies that are being used to inform the study' overall findings, conclusions and recommendations that will be published in the final report due later this year.

- A focus group workshop with members of the Partnership's Operations Group;
  - Interviews with five senior managers from partner organisations; and
  - An interview with a Welsh Government senior official.
- 1.6. The key questions which the case study posed were:
- What worked well (and not so well) and why – related to the process of producing the *What Matters* strategy and putting in place new mechanisms for integrated partnership delivery?
  - What early achievements have *What Matters* and the integrated partnership model resulted in?
  - What have been the challenges and constraints in implementing integrated partnership delivery? How have these been addressed?
  - What is the learning for Cardiff from this?
  - What are the top tips for local authorities/LSBs elsewhere in Wales who want to go through a similar process?

### **Developing integrated partnership working in Cardiff**

- 1.7. A 2008 survey by the Cardiff Local Service Board (LSB) revealed that a complex partnership structure had built-up in the city. There were over 118 'partnership groups' and some 560 individuals involved. This piece of work provided the impetus to refocus partnership activity towards a coherent set of shared outcomes.
- 1.8. Partners agreed to produce a single integrated partnership strategy for the city. This ten year strategy – which became known as *What Matters*<sup>3</sup> – would replace the previous statutory plans for each existing partnership<sup>4</sup>.
- 1.9. Although partners had agreed to deliver a collective vision for Cardiff in the previous Community Strategy, aligning resources across partnerships and organisations to make this vision a reality represented a step change in integration.
- 1.10. The process started at a workshop in November 2009 where partners agreed the key strategic, 'citizen outcomes', which, through organisations working together, would realise the vision. These were:

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<sup>3</sup> For the strategy and further background information see: *What Matters 2010 – 2020 - The 10 Year Strategy for Cardiff*.

<sup>4</sup> The statutory plans for the LSB and three statutory partnerships comprised the Community Strategy, the Children and Young People's Plan, the Health, Social Care and Well-Being Strategy and the Community Safety Action Plan.

### **What Matters – The Seven Shared Outcomes**


1. People in Cardiff are healthy.
2. Cardiff is a clean, attractive and sustainable environment.
3. People in Cardiff are safe and feel safe.
4. Cardiff has a thriving and prosperous economy.
5. People in Cardiff achieve their full potential.
6. Cardiff is a great place to live, work and play.
7. Cardiff is a just, fair and inclusive city.

- 1.11. Partners agreed to align all activities around these citizen outcomes. They came together again in April 2010 to consider the long-term trends in Cardiff, agree a planning framework for the strategy and a structure for the local 'needs assessment'. Operational delivery, based on local needs, informs Neighbourhood Action Plans, developed by Cardiff's six Neighbourhood Management Teams.
- 1.12. To drive effective delivery and ensure accountability, partners agreed to use the Results Based Accountability (RBA) methodology as a robust performance management framework across the whole partnership.
- 1.13. Partners carried out extensive consultations with the people of Cardiff through a variety of mediums. This showed strong-support for the city-wide priorities, while highlighting the big issues within each locality.
- 1.14. Following the development of a draft Integrated Partnership Strategy (IPS) by autumn 2010, partners agreed to explore the development of a new partnership delivery model including the creation of a single Cardiff Partnership Board (CPB), supported by an integrated partnership support team.
- 1.15. The new model was established in October 2011. Since then the CPB, with support from the partnership team, has been working to ensure the successful delivery of the strategy through partners embedding the seven outcomes within their mainstream activities and business plans.
- 1.16. Neighbourhood issues are addressed through Cardiff's six multi-agency Neighbourhood Management Teams, which have developed their own action plans in response to local priorities. City-wide issues are the responsibilities of a number of workstreams that reflect the top issues based on needs assessment, statutory 'must-dos', and community engagement - agreed by the CPB. Each workstream is led by a senior manager from one of the partner organisations. A list of priority workstreams is appended, together with a partnership model showing accountability through the Partnerships' governance and reporting structures, an example Partnership Board agenda and a highlight report, as used for all workstreams.


## 2. Getting to *What Matters*

### What worked and why?

- 2.1. The production of *What Matters: The 10 year Strategy for Cardiff* – through integrated partnership working, was no mean feat. So what made the difference to achieving this? What conditions needed to be in place? How did the partners have to work together to get to this stage?
- 2.2. The focus group and individual interviews held with representatives from the council and partner organisations who had been involved with the development of integrated partnership working and *What Matters* raised some common themes about what had worked well (and not so well) and why, in getting to the present position.
- 2.3. These insights help us learn about the process of moving from a large number of partnerships in Cardiff, which were seen as having their ‘own agendas’ and often ‘working in silos’, to an integrated partnership with a common set of outcomes.
- 2.4. Not only were the original partnerships quite specific in their interest and activities; they also tended to focus on relationship building and sharing information. While this was positive, the partnerships could get stuck in this comfort zone rather than progressing to problem solving, decision making and commissioning to ‘make things happen’ by delivering against outcomes.
- 2.5. The transformation that has taken place has depended on two groups of factors. First there were a number of building blocks put in place to underpin the change process. These include: a common vision, leadership, needs analysis and active involvement from all partner organisations.
- 2.6. Secondly, the partnership worked in a way that was conducive to change. Examples of this included openness between partners, willingness to take risks, introduction of results based accountability (RBA) and the way the partnership team carried out its role.
- 2.7. These are summarised in the diagram below and then explored individually in more detail. Unless otherwise indicated, the quotes used to illustrate the text all come from the focus group workshop with the Operations Group, which included members of staff from the partnership team and senior managers from the council, NHS, and voluntary sector, all of whom were actively involved in developing *What Matters*.



<b>WHAT MATTERS - SHARED OUTCOMES</b>			
Collaboration with a common language	Willingness to drive change	Results based accountability	Clear, accessible communications
Leadership at all levels	Joint needs analysis	Active involvement from all partners	Partnership team for support and communications
<b>VISION FOR INTEGRATED PARTNERSHIP WORKING</b>			



## **Building blocks**

### ***Leadership at all levels***

- 2.8. Progress to *What Matters* relied on leadership at different levels of the council – and in partner organisations. This is sometimes called distributed leadership and is particularly important for change processes which need to influence both strategy and operations. If effective, distributed leadership will affect staff across partner organisations.
- 2.9. There is wide agreement that the overall process was driven by the strong partnership team, led by the Operational Manager for Partnerships & Citizen Focus. The designation of an individual and a support team with the commitment and ability to drive change is essential, although this is not always recognised by policy makers - possibly because it is not easily influenced or mandated.
- 2.10. At a more senior level, a key component for success has been the support received from the Corporate Chief Officer (Communities) in the Council and the Executive Director for Public Health in Cardiff & the Vale University Health Board. This ‘championing’ role was vital in leading change in thinking at a corporate level, getting the understanding and support from senior management teams in the Council and its statutory partners, and linking the Cardiff Partnership Board’s objectives to those of Neighbourhood Management - a mechanism for delivering against the shared outcomes ‘on the ground’.

*“Neighbourhood Management was an operational route into organisations – didn’t need specialist officers and gives delivery capacity to people”*

- 2.11. Leadership from the Chief Executive of the council was essential to underline this corporate commitment for a council priority and ensure the support of other statutory services and partnerships. In some instances this was on a ‘no options’ basis; participation in the integrated partnership approach was expected by a given deadline and was not voluntary.



- 2.12. Lastly, political leadership has been important. The Partnerships Manager was able to work closely with both the Leader and Deputy Leader of the Council<sup>5</sup> who were happy for the integrated partnership approach to progress.

### ***Needs analysis***

- 2.13. The common understanding of the challenges Cardiff faces was a big step towards prioritising outcomes and seeing the contribution that different organisations and services could make to achieving these.

*“The differences in life expectancy across Cardiff were important – these were presented following an integrated needs assessment – which resulted in a ‘light bulb moment’ as partners could sign up to shared outcomes” (OG)*

- 2.14. The Partnership Team stresses that although the needs assessment was not always as robust as it would have liked, it was good enough to help people focus on evidence and intelligence. This provided a shared, objective understanding of the current position on health or crime outcomes and how they vary across the city.

*“People coalesced around inequality. They saw where and how they could add value” (Senior Manager, NHS)*

- 2.15. The needs analysis also highlighted the big, cross cutting issues. As with the example of life expectancy quoted above, these are not going to be sorted out by one or two services and so a needs analysis could be used to explore the contribution that different services could make. The results of the needs analysis also reinforced the importance of a neighbourhood approach to reducing inequalities that exist to achieve city-wide outcomes.

### ***Active involvement from all partners***

- 2.16. The needs analysis at a neighbourhood level also provided the ‘hooks’ necessary to attract some services and agencies to the integrated partnership as it would help them take forward ‘their outcomes’. For example, the health sector could see how the life expectancy figures could coalesce support around a public health approach that recognised the wider determinants of health. The police saw the links between neighbourhood policing and crime statistics.

*“The police and fire people could see how the wider objectives related to their business” (Senior NHS Manager)*

- 2.17. Even though buy-in was more difficult from some partners and existing partnerships, the combination of strong, senior leadership on the non-

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<sup>5</sup> Now the previous Leader and Deputy Leader before the May 2012 local elections and change of administration.

negotiable involvement in the changes underway, and incentives of potentially better ways to tackle difficult issues, persuaded most people. In the few instances where this was not the case, individuals who were supportive were brought in to contribute to the development of integrated partnership working and *What Matters*.

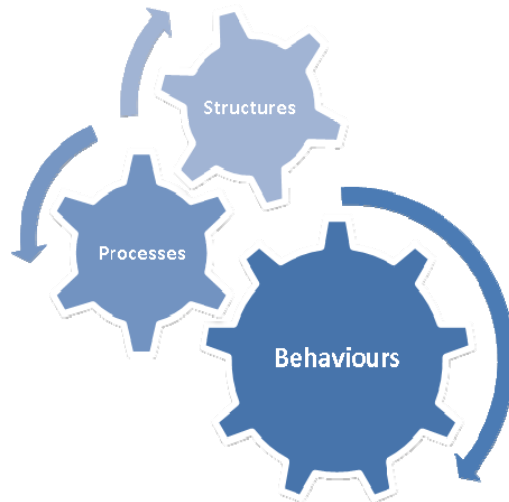
- 2.18. Although there was some lack of understanding and/or resistance from some parts of some organisations, key representatives from all partners were actively involved from the beginning of the process.

### ***Dedicated Partnership Team***

- 2.19. Even with a high degree of partnership commitment, change does not happen automatically, particularly with already crowded agendas and staff employed in their 'day jobs'.
- 2.20. The Partnership Team, comprised of four people and led by the Partnerships and Citizens Focus Manager (reporting to the Corporate Chief Officer (Communities) championing *What Matters* corporately) provided essential infrastructure for making progress.
- 2.21. The team provided both drive and support to operationalise the vision for *What Matters*. This included establishing the Operations Group, with representatives from all partner agencies to implement the change processes, and liaising with politicians and representatives from all partner agencies to keep everyone onboard. It also involved an important communications role, not least through drafting documents and facilitating consultations. The next section looks more at how this role was carried out.

### **New ways of working**

- 2.22. Transformational change within organisations requires sustainable changes in behaviours as well as in structures and processes. One of the lessons from Cardiff's experience of integrated partnership working is that all three of these are interrelated and have to be set in motion from the outset. Structures and processes are needed to catalyse the behavioural changes sought, which will then enable these to work effectively in a cyclical, mutually reinforcing system. However, behavioural change cannot just be expected to come about as a result of new structures and processes – it has to be modelled by those leading and making the changes.



- 2.23. The case study has pointed to some key changes in the way the partnership worked to produce *What Matters* – which should also stand it in good stead to deliver the shared outcomes at its heart.

***Collaboration with a common language***

- 2.24. The common language around outcomes for citizens both helps and reflects the collaborative approach the partnership has taken to discussing how different services can contribute to shared outcomes. This has helped break down some professional barriers and reinforced the ‘common purpose’ of the partnership. The understanding of the importance of language in communication has also meant that partners have invested the time required to think through ‘tricky issues’ together to reach a solution.

*“A key point [in the process] was the use of a ‘common language’ when people ‘get it’”*

*“The [Operations] group asked themselves the question ‘Who do you need to make this work?’ – then found the right people across organisations.”*

*“The process [to develop What Matters] allowed ‘thinking time’*

- 2.25. The collaborative approach also meant that progress could be made through welcoming the contributions from partners with different ideas and perspectives. These open, creative discussions also prevented positioning and defensiveness and enabled the partnership to make informed decisions.

*“It worked not having to have a fully worked out end result – we were happy to let progress evolve”*

### ***Willingness to drive change***

- 2.26. The representatives from the partner organisations involved in developing *What Matters* were effectively ‘change agents’; both collectively and within their ‘own’ organisations or sectors.
- 2.27. This required similar levels of joint commitment to the vision and the process to work collaboratively. It also needed a willingness to take risks, energy, enthusiasm, belief and collaborative skills. Working together in this way also provided mutual support and motivation.

*“[What Matters has needed] belief, enthusiasm, commitment and energy”*

*“We give each other support as you can be isolated as the ‘partnership person””*

- 2.28. CPB members were prepared to initiate and ‘give permission’ for change in their own organisations. In turn, this meant that they, and other staff they involved in *What Matters*, had legitimacy from their host organisations to represent them on the partnership and drive new ways of working within partner organisations.

### ***Results based accountability***

- 2.29. The introduction and use of results based accountability (RBA) has helped focus on outcomes and how best to achieve them. This is now paying dividends in implementing *What Matters*, which would probably have been more difficult if RBA had not been introduced early on in the change process. RBA has not just been used as a performance management tool or end in itself. It has been used as a way of thinking and talking about outcomes, and uses a common language for asking questions about ‘what you do and why, ‘as well as ‘how it is making a difference’.

*“RBA [has been a bridge] between the vision and the practical detail”*

- 2.30. Despite agreement that RBA has been important in getting to the current stage of partnership working, there have been problems with some services/organisations taking responsibility for delivery through RBA. In effect, *What Matters* is still seen by some as the responsibility of the partnership team. Delivery against the *What Matters* outcomes is not always viewed the responsibility of relevant services and agencies – with the need to maintain accountability through the partnership.
- 2.31. The Partnership Board is addressing this issue through a new structure for its meetings, with a focus on strategic decision making. Work streams, each led by a senior manager from a partner organisation, produce ‘highlight reports’ to the Board on a rolling basis so the Board can focus on specific outcomes and contributing workstreams at each meeting.

*“We don’t try to squeeze too much into a [Board] meeting – and not too much detail, so we can be strategic and take decisions”* (Senior Council Manager)

***Clear, accessible communications***

- 2.32. Ensuring a cross-organisational understanding of RBA is one example of why clear and accessible communication has been such an important success factor for *What Matters*.
- 2.33. The ability of the partnership team to write well has been important for communication. There is wide agreement that the team produces high quality documentation, which instils confidence and is accessible, both in content and presentation. Several partners reflected that, in this respect, the partnership has worked *‘like the private sector’* rather than producing the wordy, bureaucratic documents, often seen as typical of the public sector.
- 2.34. Communications about the *What Matters* process could have been widened, particularly to the voluntary sector. However, there is a trade-off between more inclusive communications, particularly with extensive consultation, and slower progress. It would not have been possible to get support for everything from everyone. As noted above, it was important to allow some risk taking with strong leadership. If necessary, this included making decisions to make progress, without being derailed by a minority of people who weren’t supportive’
- 2.35. There were also conscious decisions made about when to consult the voluntary sector. It would have been difficult for CPB members representing the sector to consult on parts of *What Matters* that were unlikely to be influenced in this way. Since *What Matters* has been launched, there are more events and opportunities to get a wider group of people from the voluntary sector involved in problem solving and influencing decisions.

### **3. *What Matters* in practice**

- 3.1. Developing the *What Matters* strategy is the beginning of delivering shared outcomes that will make a difference to the people of Cardiff. Virtually everyone involved in the process so far has stressed that the test will be implementing the strategy and whether it has any impact.

*“It [What Matters] is yet to be seen to deliver” (Senior Council Manager)*

- 3.2. Although it is still early days to assess any impact, there are some signs that *What Matters* is starting to make a difference to how people work together to deliver outcomes. We are seeing some early indications of impact. There are three important ways in which this is happening, as discussed below.

#### ***What Matters* is what matters**

- 3.3. People from across the council and its partners agree that *What Matters* is known about, understood and can't be ignored. Much of this is due to the effective communications from the partnership team and also the way it has been led by senior staff 'walking the talk'.

*“What Matters has gone viral – it's talked about, you hear about it, it's used as shorthand” (Member of Partnership Team)*

*“The [What Matters] outcomes have improved awareness – have got people thinking in a different way” (Senior Council Manager)*

- 3.4. There also appears to be widespread agreement that *What Matters* is the right way forward, that the number of partnerships needed reducing, that priorities should be based on a needs analysis and other evidence, and that partners should be working together to deliver the seven high level outcomes.

*“The What Matters approach is perfect – we have to work together for common outcomes” (Voluntary Organisation Manager)*

*“We [the council] are now driven by the outcomes in What Matters” (Senior Council Manager)*

*“There were too many partnerships – [the CPB] needs to be overarching to get everybody on the same page on the high level messages” (Senior Manager, NHS)*

### **Influencing other strategies and plans**

- 3.5. There are already a number of examples of service plans and strategies being revised to reflect the *What Matters* outcomes.
- 3.6. The Housing Strategy has been rewritten based on *What Matters*. Whereas previously it was structured by service areas and community interest groups, it is now driven by the outcomes that have been prioritised in *What Matters*. This means that Housing Services are now addressing issues for young people not in education, employment or training (NEET) through more representation for young people on the Tenants Federation, prioritising the needs of 16 to 17 year olds within single homelessness, and bringing together housing and employment initiatives for young people who are NEET. Additionally, the Housing Strategy has now adopted the RBA reporting mechanism.
- 3.7. *What Matters* has also influenced cross cutting strategies. Tackling Domestic Violence is co-ordinated through the Domestic and Sexual Violence Forum, which used to report through a Health and Wellbeing Partnership to the Health Alliance. Managers from the council and voluntary sector felt this meant it was seen as a low priority for the LSB, which made it difficult to influence other services such as the police, probation and children's services. Now domestic violence has been agreed as a *What Matters* priority (and is one of the 19 work streams that are responsible for delivering the seven outcomes), they expect it to get more recognition, and be easier to co-ordinate, with direct reporting to the CPB.

*"Domestic Violence is now a priority for the Partnership, not just for Health and Wellbeing" (Senior Council Manager)*

- 3.8. The neighbourhood dimension of *What Matters* has been an important aspect of the strategy. This has helped services, such as Public Health, see the benefits of working together in neighbourhoods to tackle inequalities and achieve high-level objectives.

*"Neighbourhoods were about police and housing to start with but now primary care and public health have been brought into the mix. Healthy living action plans at the local level organised around neighbourhood needs will connect with strategic health outcomes" (Senior Manager, NHS)*

*"Neighbourhood Management is a legitimate vehicle for the delivery of local services" (Senior Council Manager)*

### **Embedding partnership working as 'the norm'**

- 3.9. While strategies and plans are being realigned to *What Matters*, there are already some examples of the CPB driving more partnership working

'on the ground'. As noted above, neighbourhood management is pulling together services at the local level to tackle specific issues such as obesity, smoking and alcohol.

- 3.10. Using a neighbourhood approach, where staff from across services work together, has already improved MMR and flu vaccination rates across the city and in the neighbourhoods where they were lowest.

*"Social Services understand the linkages between what they do and people getting flu – it connects local delivery with strategic priorities"*  
(Senior Manager, NHS)

- 3.11. A city-wide example, referred to by several interviewees, was 'Operation Mistletoe' to tackle anti-social behaviour (ASB) and violent crime around Christmas and the New Year. This was a police led operation, which also involved the NHS, ambulance service, council street cleansing and other agencies in a new, joint approach that resulted in a significant reduction in alcohol related crime and ASB.
- 3.12. In a different area, services are working together to co-ordinate the use of existing buildings and other public assets, and exploring joint investment to save resources in the future.



## 4. Next Steps for Cardiff

- 4.1. The development of *What Matters* and integrated partnership working in Cardiff is being embedded as a 'way of doing business'. There are examples of how the strategy is improving delivery against the seven priority outcomes. Alongside this progress, there has also been learning about what else is needed to make sure *What Matters* really makes a difference. The main aspects of learning – and what they mean for how *What Matters* is taken forward – are discussed below.

### Communicating success

- 4.2. Managers and other staff who are leading workstreams, as well as the partnership team, recognise how important it is to show how *What Matters* has made a difference - through communicating how outcomes have been achieved and the benefits this has resulted in.
- 4.3. Although it is still 'early days', hearing about some of the initial successes may excite and motivate people to get involved in the approach and maintain a positive environment for delivering *What Matters*.

*"Communication, communication, communication!"* (Senior Manager, NHS)

- 4.4. This communication needs to be to all Partnership partners – statutory and voluntary – as well as to residents and businesses in Cardiff. Specifically it should show *how* partnership working has made a difference 'on the ground'.
- 4.5. One of the benefits of communicating like this is to give a consistent message. This is likely to require a communications strategy for the Partnership, which links to partner agencies communications, and uses a range of media.

### Performance management

- 4.6. Positive messages about *What Matters* will be easier and more effective if they are based on real evidence of success. This emphasises the importance of robust information for performance management as well as carrying out evaluation to objectively determine what works and why.

*"Quantitative and qualitative information [about performance] – not just opinions – that's what we need"* (Senior Manager, NHS)

- 4.7. The CPB has an RBA based reporting system, where performance management information comes to meetings that consider the details of reports by exception (by an issue being 'posted') so the CPB can focus on taking action to achieve outcomes.

- 4.8. This approach is well regarded – and very different to the amount of time used for simply sharing information previously – but needs RBA to be embedded as part of the management culture within all partners' mainstream delivery. Many of those involved also recognise that performance information needs to be collected and presented more consistently and effectively. This requires customised improvements to the current IT systems and reporting framework, which should include:
- **Neighbourhood level reporting** including benchmarking against key outcomes – to provide feedback on 'closing the gap' from the original needs analysis;
  - **Project report cards** – that can evidence how projects have made a difference to work stream priorities and high-level outcomes;
  - **Aligned reporting systems** – between partner agencies on outcomes;
  - **Assessment of risk and challenge** – to reflect on whether outcomes are realistic, should there be a smaller number of priorities? Is there a different way of achieving them?

#### **Informing commissioning**

- 4.9. There appears to be growing interest in how *What Matters* can be used to feed into commissioning decisions and, in particular, joint commissioning against the seven outcomes.

*"Commissioning should be about outcomes for people – not services"*  
(Partnership Team)

- 4.10. Using the ethos of *What Matters* for commissioning would mean that services would combine or at least align resources to enable commissioning decisions to be based on needs, outcomes and localities.
- 4.11. This would complete the 'strategic commissioning cycle' consistent with RBA as shown below.



- 4.12. Some stakeholders felt that until commissioning was linked to and informed by *What Matters*, integrated partnership working would have a problem being translated into practice. They pointed to examples of when programmes and services were being commissioned in ‘service silos’, and argued that it is not enough for individual services to show they can contribute to *What Matters* outcomes; they should also have to show how a joint approach with other agencies/services could deliver better against those outcomes.
- 4.13. The Partnership Model (appended) tries to make all these connections explicit. This is not an easy task and requires a different mind-set when planning *and* commissioning services.

### Sharing learning with the Welsh Government

- 4.14. While most service managers feel that making the links between ‘partnership outcomes’ and their particular service’s outcomes (including through government targets) is an important exercise, they recognise that there can be a genuine tension between the cross-cutting outcomes in the *What Matters* strategy and their service’s statutory responsibilities. Despite the relaxation of requirements on producing separate statutory plans by the Welsh Government to support *What Matters*, this still appears to be problematic in children and young people’s services, and some aspects of health care and housing services.

*“They [the Welsh Government] expect local joining up but they don’t do it themselves”* (Senior Council Manager)

- 4.15. Some of these difficulties are because of outcome targets required by specific programmes with hypothecated funding (e.g. Families First). Others are exacerbated by a lack of co-terminus boundaries between health boards and local authorities so that, for example, managers from Cardiff and the Vale Health Board have made it clear that although they are fully behind *What Matters*, it means they have to support two sets of

outcomes – those in *What Matters* for Cardiff and those for the Vale of Glamorgan, which are directed by the Welsh Government.

- 4.16. Nevertheless, the ‘on the ground’ integration of statutory plans that Cardiff pioneered and which was emerging also at that time in other places (Carmarthenshire, Vale of Glamorgan) has had a significant effect on national policy. The Partnership Board includes representation from the Welsh Government through June Milligan, Director General, Local Government and Communities. This senior level engagement was sufficient to create an authorising environment within Welsh Government which drove the development of a more flexible policy approach which actively encouraged the integration of statutory planning functions and associated duties.
- 4.17. Over a twelve month period in 2011/12, close engagement between Welsh Government and local service boards across Wales enabled the key features of the new policy to be developed. This illustrates tangibly how central and local government can work together, in effect, to co-produce policy when the conditions on both sides are conducive. The new policy was formally consulted on in early 2012 and new statutory guidance, *Shared Purpose – Shared Delivery*, was published in June 2012. At the same time, local partners were actively encouraged to streamline their partnership structures leading to substantial efficiency savings.
- 4.18. The overall impact of the Cardiff approach therefore has been to radically alter the context for planning services in Wales, with its focus on a robust evidence base, population outcomes, identifying ‘what works’, collaboration in delivery and greater accountability. In light of this experience, the Welsh Government has also been considering any potentially negative effects of the way local government finance is allocated against specific targets and/or outcomes. It is now looking at how outcomes can be better co-ordinated across Government e.g. across the various family policies and programmes.

## 5. TOP TIPS for Partnerships in Wales

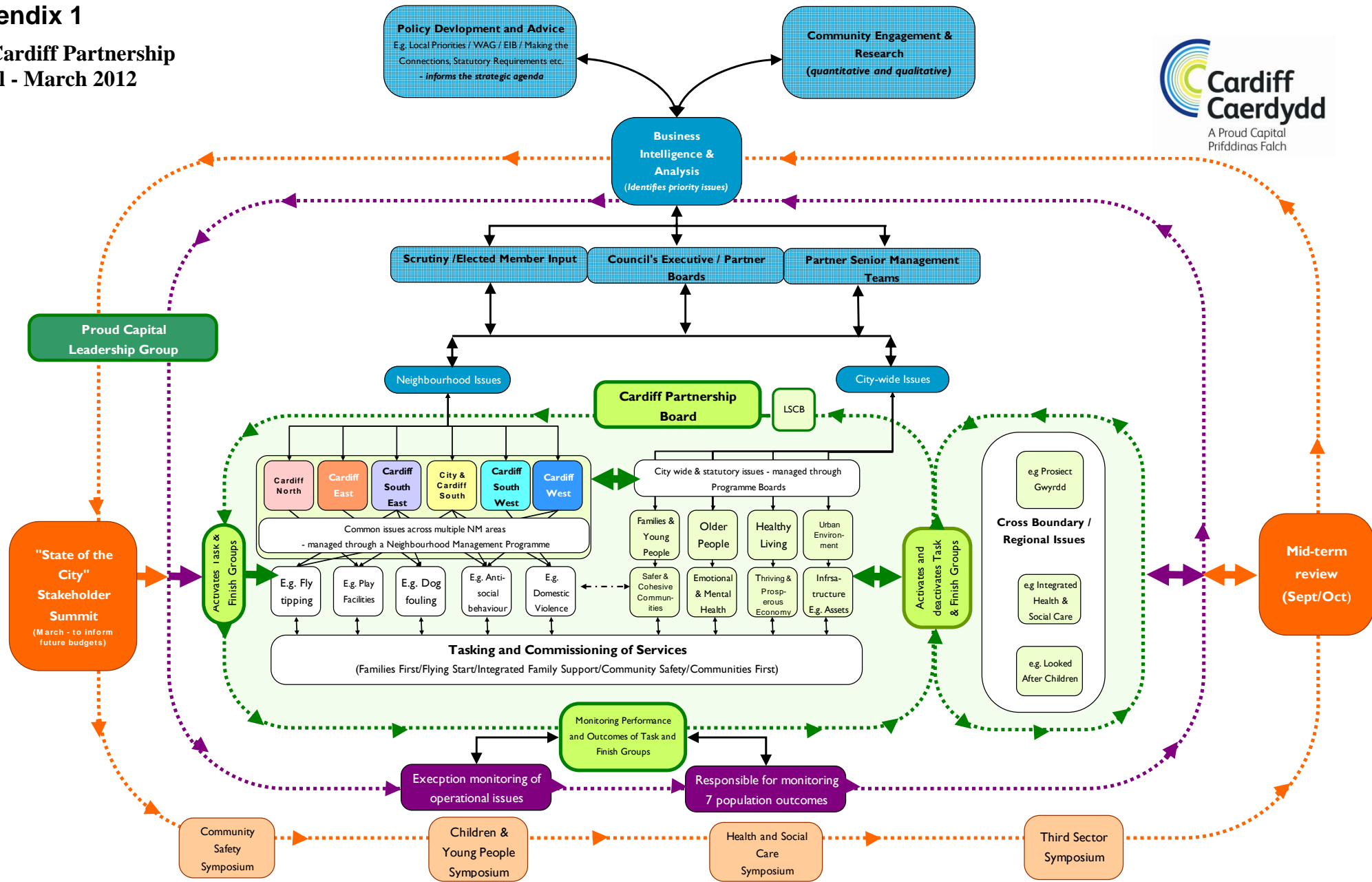
- 5.1. The table below uses this case study of integrated partnership working in Cardiff to identify '10 top tips' for developing effective partnership working elsewhere in Wales.
- 5.2. Even though the local circumstances will be different, these tips should assist both the process and its implementation anywhere.

### Top tips for integrated partnership working

What to put in place	And why?
Clear vision	<ul style="list-style-type: none"> <li>To make the case for investing in integrated partnership working</li> <li>To motivate and get buy-in from all partners</li> </ul>
Leadership at all levels	<ul style="list-style-type: none"> <li>To drive the process</li> <li>For clear, consistent message</li> <li>To bring – and keep- all partners on board</li> <li>To steer through opposition or indifference</li> </ul>
Partnership support team	<ul style="list-style-type: none"> <li>Dedicated team – partnership is the day job</li> <li>Lead with clout and senior management support</li> <li>To develop systems, structures, processes</li> <li>To oil the wheels of culture change</li> </ul>
Needs analysis	<ul style="list-style-type: none"> <li>To provide a sharing understanding of current situation – and make case for change</li> <li>To evidence disparities between localities</li> <li>To start focusing on outcomes</li> </ul>
Outcome focus	<ul style="list-style-type: none"> <li>Outcomes for people, not services</li> <li>All services contributing to shared outcomes</li> <li>Results based accountability (RBA)</li> </ul>
Local Delivery mechanism	<ul style="list-style-type: none"> <li>In neighbourhoods/localities</li> <li>To tailor/target services to meet local outcomes</li> <li>For partners to work together 'on the ground'</li> </ul>
Good governance	<ul style="list-style-type: none"> <li>One overarching partnership</li> <li>Board with decision making remit</li> <li>Senior work stream leads accountable to Board</li> </ul>
Time and space for collaboration	<ul style="list-style-type: none"> <li>To invest in cultural change e.g. common language, new mind set, collaborative behaviours</li> <li>For joint problem solving, planning, commissioning</li> </ul>
Performance management, reporting and accountability	<ul style="list-style-type: none"> <li>To make RBA a reality – it is outcomes that matter</li> <li>To see the difference partnership working is making</li> <li>To inform and focus Partnership Board decisions</li> <li>To underpin strategic commissioning</li> </ul>
Communications - use evidence to shout about your success	<ul style="list-style-type: none"> <li>To the public – have you made a difference?</li> <li>To staff in all partner agencies – for motivation</li> <li>To Government – to influence future policy development, funding streams and delivery mechanisms</li> <li>To make the case for continuing to invest in and develop the partnership</li> </ul>

# Appendix 1

## The Cardiff Partnership Model - March 2012



## Appendix 2

### Cardiff Integrated Partnership Board



Wednesday 21<sup>st</sup> March 2012

9.30a.m - 11.30 a.m.

Executive Corporate Room, Whitchurch Hospital

### AGENDA

<p><b>1.</b> <b>9.30am</b></p>	<p><b><u>Welcome and Apologies</u></b> Apologies have been received from Jan Williams and Rod Hammerton.</p> <p><b><u>Minutes of the last IPB meeting</u></b></p> <ul style="list-style-type: none"> <li>▪ <i>The Board is requested to approve the draft minutes of 18<sup>th</sup> January 2012</i></li> </ul> <p><b><u>Matters Arising</u></b></p> <ul style="list-style-type: none"> <li>▪ Integrating Health and Social Care (IHSC) progress</li> <li>▪ Neighbourhood Management team membership</li> <li>▪ IPB Scrutiny Panel</li> </ul>	<p><b>10 mins</b></p> <p>Item 1.1 attached</p> <p>Item 1.2 attached</p> <p><i>Item 1.2.1 to follow</i> Item 1.2.2 attached Item 1.2.3 attached</p>
<b>Programme Focus</b>		
<p><b>2.</b> <b>9.40am</b></p>	<p><b><u>Programme Focus – ‘Urban Environment’</u></b> <i>John Harrison</i>, Regional Director, Environment Agency and Programme SRO for the Urban Environment and <i>Tara King</i>, Chief City Services Officer, Cardiff Council and Workstream Lead will provide an overview of the Clean and Sustainable Environment workstream.</p> <p><i>The IPB are requested to agree any action as required.</i></p>	<p><b>35 mins</b></p> <p>Item 2.1 attached</p>
<b>Neighbourhood Area Review</b>		
<p><b>3.</b> <b>10.15am</b></p>	<p><b><u>Neighbourhood Area – Cardiff South East</u></b> Nici Evans, Partnership Development Manager at Cardiff &amp; Vale UHB and Martin Birch, Operational Manager – Bereavement &amp; Registration Services, Cardiff Council will be in attendance as Co-chairs of Cardiff South East Neighbourhood Management Team to provide an overview of:</p> <ul style="list-style-type: none"> <li>▪ Positive developments / progress in Cardiff South East</li> <li>▪ Key Issues</li> <li>▪ Overview of Action Plan priorities</li> <li>▪ Support required from IPB</li> </ul> <p><i>The IPB are requested to agree any action as required.</i></p>	<p><b>35 mins</b></p> <p>Item 3.1 attached</p>

<b>Performance Reporting</b>		
<b>4.</b> <b>10.45am</b>	<p>The IPB will be provided with an overview of the first programme performance reports scheduled to be received under the new arrangements, as part of the 'rolling programme' of reporting.</p> <p><b><u>Programmes</u></b></p> <ul style="list-style-type: none"> <li>▪ Families and Young People (<i>Rachel Jones</i>) - <i>Definition of Youth Support Services</i></li> <li>▪ Safer and Cohesive Communities (<i>Sarah McGill</i>)</li> <li>▪ Neighbourhood Management (<i>Sarah McGill</i>)</li> </ul>	<p><b>10 mins</b></p> <p><i>Item 4.1 to follow</i></p> <p><i>Item 4.2 to follow</i> Item 4.2.1 attached <i>Item 4.3 to follow</i> Verbal update</p>
<b>Cardiff and Vale Collaboration</b>		
<b>5.</b> <b>10.55am</b>	<p>To consider opportunities for future collaboration across Cardiff and the Vale. <i>Jon House</i> will feed back from the meetings of the Public Service Leadership Groups</p>	<p><b>10 mins</b></p> <p>Items 5.1-5.2 attached</p>
<b>IPB Collaboration &amp; Infrastructure</b>		
<b>6.</b> <b>11.05am</b>	<p><b><u>Update on Cardiff Assets Working Group</u></b></p> <p>The IPB are requested to consider the final report on the Canton pilot and agree any actions required by the Cardiff Asset Working Group.</p>	<p><b>10 mins</b></p> <p>Items 6.1 -6.2</p>
<b>Horizon Scanning and Any Other Business</b>		
<b>7.</b> <b>11.15am</b>	<p>To consider any wider issues facing the city or which require a collaborative response.</p> <ul style="list-style-type: none"> <li>▪ Cardiff Partnership Board – change of name</li> <li>▪ Consultation Response to 'Shared Purpose - Shared Delivery' Draft Statutory Guidance</li> <li>▪ Invitation to the Minister for Local Government &amp; Communities</li> <li>▪ Update on Police &amp; Crime Commissioners / Crime Panels</li> <li>▪ IPB Leadership Development Programme</li> <li>▪ Feedback from Health (31<sup>st</sup> January), Children and Young People (7<sup>th</sup> February) &amp; Community Safety Symposiums, Proud Capital Conference (5<sup>th</sup> March) and Proud Capital Leadership Group (15<sup>th</sup> March)</li> </ul>	<p><b>15 mins</b></p> <p>Item 7.1 Item 7.2 attached</p> <p>Item 7.3 attached Item 7.4 attached Item 7.5 attached Item 7.6 attached</p>



<p><b>8.</b> <b>11.30am</b></p>	<p><b>Close</b></p> <p><b>Dates of Next IPB Meetings:</b></p> <ul style="list-style-type: none"> <li>▪ 20<sup>th</sup> April: 10.30am-12.30pm, Conference Room 1, 3<sup>rd</sup> Floor, Cardiff Bay Police Station</li> <li>▪ 22<sup>nd</sup> May: 2.30pm-4.30pm, Committee Room 3, County Hall</li> <li>▪ 26<sup>th</sup> June: 2.00pm-4.00pm, Venue TBC</li> <li>▪ 24<sup>th</sup> July: 2.00pm-4.00pm, SWFR HQ, Llantrisant</li> <li>▪ 22<sup>nd</sup> August: 2.00pm-4.00pm, Conference Room, Wales Probation Trust</li> <li>▪ September TBC</li> <li>▪ 23<sup>rd</sup> October: 3.00pm-5.00pm, Venue TBC</li> <li>▪ 5<sup>th</sup> December: 2.00pm-4.00pm, Committee Room 1, County Hall</li> </ul>	
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# Appendix 3

## Programme Highlight Report



Programme Details:				Programme Status Dashboard		
Programme Name:	<b>Families &amp; Young People</b>	Programme ID:	FYP	Previous	<b>CURRENT</b>	Future
Senior Responsible Officer:	Corporate Director (People), Cardiff Council			<input type="checkbox"/> Red	<input type="checkbox"/> Red	<input type="checkbox"/> Red
This reporting period:	Jan-March 2012	Next Period:	April-June 2012	<input type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber	<input type="checkbox"/> Red/Amber
				<input type="checkbox"/> Amber/Green	<input type="checkbox"/> Amber/Green	<input type="checkbox"/> Amber/Green
				<input type="checkbox"/> Green	<input type="checkbox"/> Green	<input type="checkbox"/> Green

Overview of Workstreams:			
ID	Workstreams within this Programme:	Lead Officer	Current RAG status
FYP.EYI	Early Years Intervention	Chief Education Officer	
FYP.YE	Youth Engagement	Chief Education Officer	
FYP.VF	Vulnerable Families	Chief Children's Service Officer	

### Programme and Key Workstream Indicators :

Work stream SRO to agree with the leads of each work stream activity which issues need to be escalated to the attention of the programme lead. This will be done where negative trends are evidenced or a number of red/red amber RAG status are being identified throughout the work stream activities.

Work stream	Work stream	Work stream																																										
<p><b>Year 11 and 13 leavers known not to be in education, employment or training in Cardiff</b></p> <p>Source: Careers Wales</p> <table border="1"> <caption>2010 Comparator Data</caption> <thead> <tr> <th></th> <th>Year 10</th> <th>Year 11</th> <th>Year 12</th> <th>Year 13</th> </tr> </thead> <tbody> <tr> <td>Wales</td> <td>5.4</td> <td>5.4</td> <td>6.6</td> <td>6.6</td> </tr> <tr> <td>Cardiff</td> <td>8.8</td> <td>8.8</td> <td>6.2</td> <td>6.2</td> </tr> </tbody> </table>		Year 10	Year 11	Year 12	Year 13	Wales	5.4	5.4	6.6	6.6	Cardiff	8.8	8.8	6.2	6.2	<p><b>Number of Exclusions in Cardiff Schools</b></p> <table border="1"> <thead> <tr> <th></th> <th>Permanent</th> <th>Fixed</th> </tr> </thead> <tbody> <tr> <td>2007/08</td> <td>56</td> <td>3435</td> </tr> <tr> <td>2008/09</td> <td>47</td> <td>3490</td> </tr> <tr> <td>2009/10</td> <td>38</td> <td>3529</td> </tr> <tr> <td>2010/11</td> <td>22</td> <td>3712</td> </tr> <tr> <td>2011/12*</td> <td>3</td> <td>1689</td> </tr> </tbody> </table> <p>*to date</p> <p><b>Percentage of half-day sessions missed due to unauthorised absences</b></p> <table border="1"> <caption>Cardiff and Wales comparative data</caption> <thead> <tr> <th></th> <th>Primary 09/10</th> <th>Secondary 10/11</th> </tr> </thead> <tbody> <tr> <td>Cardiff</td> <td>1.7</td> <td>2.9</td> </tr> <tr> <td>Wales</td> <td>1.0</td> <td>1.5</td> </tr> </tbody> </table>		Permanent	Fixed	2007/08	56	3435	2008/09	47	3490	2009/10	38	3529	2010/11	22	3712	2011/12*	3	1689		Primary 09/10	Secondary 10/11	Cardiff	1.7	2.9	Wales	1.0	1.5	<p><b>Self reported life satisfaction scores for 11-15 year olds to show incremental improvement</b></p> <p>Data source: Health Behaviour in School-aged Children 2009/10 study</p>
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<p><b>Story and context for current trend</b></p> <p>Whilst there has been a slight fall in the number of year 11 leavers known to be not in employment, education or training (NEET) in Cardiff, there has been a steady rise in the equivalent figures for year 13 leavers.</p> <p>Comparative data is available for</p>	<p><b>Story and context for current trend</b></p> <p>There are very few permanent exclusions in primary schools and there has been a reduction in secondary permanent exclusions from 56 in 2007/08 to 22 in 2010/11. Latest figures show that only there have been only 3 permanent exclusions to date in 2011/12.</p>	<p><b>Story and context for current trend</b></p> <p>Provides an indication of emotional wellbeing and positive health. Indicative for the range of factors influencing children and young people for this workstream activity. Should over time show increasing levels of life satisfaction for each age group and reduce progressive lowering of life satisfaction rating. No discernable difference</p>																																										

<p>2010 which highlighted that 8.8% of Cardiff's Year 11 school leavers were known to be NEET. This was the highest of all local authorities in Wales and above the national average of 5.4%.</p> <p>The number of young people in Cardiff claiming unemployment benefit has also increased markedly in recent years. As of November 2011, 5.9% of the city's 18-24 year olds were claiming unemployment benefit. The proportion of young people claiming benefit for over six months is also a significant concern.</p>	<p>However, over this period the number of fixed-term exclusions in secondary schools has not reduced. In the case of secondary schools there is still much further work to do to reduce both permanent and fixed-term exclusions.</p> <p>In terms of unauthorised absences, Cardiff has the highest rate of absence of all local areas in Wales for both primary and secondary schools. Whilst this has fallen in recent years the most recent date shows a slight rise in the level of unauthorised absences.</p>	<p>between local authority areas, therefore use of trend with age, at an all-Wales level is appropriate.</p>
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Milestones Achieved		Milestones Not Achieved		
ID	Milestones Achieved in this reporting period	ID	Milestones Not achieved (including those with Red or Red Amber Status)	Comment
FY P.V F.1	FF Commissioning Process commenced – 3 Provider events undertaken in early February	FYP .VF. 1	Completion of IFST Office workspace at Alps before go live date	Contingency plan to accommodate IFST staff at the Cardiff Alcohol & Drugs Team for a two week period until work on office is completed.
FY P	Children & Young People's Symposium held on 7 <sup>th</sup> February	FP. VF. 1	Despite considerable effort a Health Intervention Specialist (CPN) post in the IFST has not been filled and is to be re-advertised.	
FP. VF. 1	IFSS Launch Event held 10 <sup>th</sup> February			
FP. VF. 1	IFST went live on 28 February with most posts having been successfully recruited to.			

Next Reporting Period:			
ID	Key milestones for Next Reporting Period:	Baseline delivery date	Status <small>Delete as appropriate</small>
FYP.VF.2	Launch of Strategy for Disabled Children & Young People	14/03/12	
FYP.VF.1	Completion of Final Draft of IFSS s58 Agreement	31/03/12	
FYP.FYP.YP	RBA Workshop on Youth Support Services	02/04/12	
FYP.VF.1	Agreement of Team Around the Family Model by FYP Programme Board	04/04/12	
FYP.VF.1	Agreement of Families First Commissioning Process and Specifications by FYP Programme Board	04/04/12	
FYP.YE	Completion of Estyn Self Assessment	June	

### Significant Current Workstream Risks:

ID	Date Raised	Description (clearly highlight impact)	Owner Initials	Countermeasure(s)/Contingency	Status <small>Delete as appropriate</small>
FYP.VF.1	22/2/12	Timescales for developing detailed specifications for new Families First services	RJ/ RH	External expertise employed to provide additional capacity	•
FYP.VF.1	22/2/12	Recruitment to IFST CPN post	AB	Re advertise post - Revisit statutory Guidance and consider alternative nursing post or re-banding of Health Intervention Specialist posts.	•

### Decisions Required from the Integrated Partnership Board:

1	Agreement of Youth Support Services Definition / Success Criteria (21/3/12)
2	Agreement of partnership engagement with the update of the Estyn Self Evaluation Report and for 'sign off' to take place at the FYP Programme Board.
3	Agreement of Team around the Family Model (20/4/12)
4	Agreement of Families First Commissioning Process and Specifications (20/4/12)

### Author Sign-Off and Assurance:

Report Author:		Report Sign-off SRO:	
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## Appendix 4

### Cardiff Partnership Board's Priority Workstreams

Programme	Priorities for Workstream
<b>Families and Young People</b>	Undertake preventative actions to improve child outcomes (Flying Start)
	Improve attendance and behaviour of young people in school
	Reduce the number of young people who are not in education, employment or training
	Reduce anti social behaviour
	Target support for vulnerable families (including Families First and Integrated Family Support Services)
	Address issues affecting disabled children and young people
	Safeguard children
<b>Safer and Cohesive Communities</b>	Reduce domestic and sexual violence
	Improve offender management/ Reduce first time entrants to the youth justice system
	Develop a vibrant and safe night time economy
	Deliver the outcomes sought by the CONTEST strategy
	Address issues relating to perceived "community boundaries"
	Reduce hate crime
	Assist people and communities to feel safe
<b>Older People</b>	Support the Frail Elderly
<b>Emotional &amp; Mental Health</b>	Adult Mental Health
	Emotional and mental health of children & young people
<b>Healthy Living</b>	Reduce damaging alcohol consumption

	Reduce smoking
	Increase physical activity
	Promote nutrition and healthy eating
<b>Thriving &amp; Prosperous Economy</b>	Promote entrepreneurship
	Promote the development of key economic sectors
	Improve local competitiveness by developing local capacity
<b>Urban Environment</b>	Develop a Carbon Lite city
	Reduce litter and address fly tipping
	Reduce dog fouling
	Improve public transport issues including cross city travel
	Encourage a modal shift in transport
<b>Neighbourhood Management</b>	Cardiff City and South
	Cardiff South East
	Cardiff East
	Cardiff North
	Cardiff West
	Cardiff South West