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19 December 2006

To: All Members of the HSP

Dear Member

**HARINGEY STRATEGIC PARTNERSHIP BOARD  
WEDNESDAY 20 DECEMBER 2006**

I attach a copy of the following report for the above-mentioned meeting which was not available at the time of collation of the agenda:

**5. HSP REVIEW – OPTIONS FEEDBACK AND WHITE PAPER**

Apologies for the late circulation of these papers.

Yours Faithfully

**NICOLAS MATTIS**  
Principal Committee Co-ordinator

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**Agenda Item 5****Haringey Strategic Partnership – 20 December 2006****Subject: HSP Review and Local Government White Paper:  
Strong and Prosperous Communities**

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**1. Purpose**

- 1.1 To consider the draft HSP Review Report and the proposals for developing the Partnership.

**2. Summary**

- 2.1 Following the HSP Review 'Emerging Findings' presentation by Shared Intelligence at the November meeting of the Board, the draft final report has now been received by the Steering Group and is presented here for consideration. The Steering Group has considered the conclusions of the review and the main proposals which chart a way forward for improving partnership working in the borough. The proposals set out in the report are grouped under the following headings:

- \* 1. Clarify the scope and role of the HSP
- \* 2. Strengthen the strategic vision for the HSP
- \* 3. Stronger links between HSP, SCS and the LAA
- \* 4. A Clearer Partnership Framework
- \* 5. Improve membership and meetings
- \* 6. Tighten support and organisation

- 2.2 The HSP Review is timely in light of the recent publication of the Local Government White Paper –Strong and Prosperous Communities. The White Paper places significant emphasis on partnership working and especially the role of Local Strategic Partnerships. A briefing paper on the mains aspects of the White Paper relevant to the HSP is attached to provide an overview of the policy context within which the HSP will operate in the future.

**3. Recommendations**

- 3.1 The Board is asked to comment on the draft HSP Review Report and in particular the main proposals contained within it.
- 3.2 That the HSP Chair the Council's Chief Executive convene a meeting in early January 2007 to agree the next stage and the implementation of the proposals for the way forward.

**4. Background Information**

- 4.1 The HSP Board meeting of in June 2006 agreed to commission an external review of the Partnership. It also agreed that a Steering Group led by the Vice Chair would oversee the Review and report back to the HSP Board.
- 4.2 Shared Intelligence (an independent consultancy firm with experience of supporting Local Strategic Partnerships) were commissioned to undertake the review and following a consultation event with key stakeholders in August 2006 the final brief and scope for the review were agreed.
- 4.3 The Review fieldwork was carried out between September and October and a presentation on the Emerging Findings was given by Shared Intelligence to the November HSP Board meeting. The Board broadly endorsed the main findings of the review and agreed to receive a draft report with proposals on the way forward at its next meeting.

**5. Conclusion**

- 5.1 The HSP Review is at its final stage and a draft report with proposals for consideration by the HSP Board is attached.

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**Report of: Paul Head, Vice Chair of HSP and Chair of the HSP Steering Group**

## Haringey Strategic Partnership – 20 December 2006

### **Subject: Briefing on Local Government White Paper: Strong and Prosperous Communities**

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#### **1 Introduction**

- 1.1 The Local Government White Paper: *Strong and Prosperous Communities*, was published on 26 October 2006. It is available on the Department of Communities and Local Government website at: <http://www.communities.gov.uk/index.asp?id=1503999>
- 1.2 The White Paper is in two volumes with the main proposals for change in volume one. Volume two contains thematic annexes (sections) on Community safety; Health and well-being; Vulnerable people; Children, young people and families; Economic development, housing and planning; and the Third Sector.
- 1.3 This White Paper places great emphasis on the role that partnership working has in developing and shaping local areas and this briefing provides a summary of the main proposals that have implications for the HSP.

#### **2 Strategic leadership and place shaping**

- 2.1 The government believes that local authorities are much more likely to discharge their place shaping role through partnership: by developing a joint vision, by supporting and working with other agencies and services and by commissioning others to work on solutions – rather than delivering services directly themselves.
- 2.2 The aim of the White Paper is to create the conditions in which partnership working is more likely to succeed, specifically by:

##### **Encouraging partnership working**

- 2.3 Central government will reinforce the strategic leadership role of local government and the LSP by:
  - Placing a duty on local authorities to prepare the LAA, in consultation with others as already is the case with the Sustainable Community Strategy
  - Making clear that the Sustainable Community Strategy and other local and regional plans should have regard to each other

- Making clear there is an expectation that local authority leaders will play a leading role on LSPs – with an opportunity to agree the chair of the LSP
- Making clear that we expect local authority executive portfolio holders to play a key role on relevant thematic partnerships
- Bringing more area-based funding streams into the LAAs to further improve the efficiency and delivery of outcomes
- Removing the 4-funding block structure from LAAs (to be negotiated through 4 ‘themes’)

### **Strengthening and simplifying local arrangements for delivering responsive services and involving local people**

2.4 This will be done by:

- Streamlining procedures for involving communities in the creation of Sustainable Community Strategies, LAAs and Local Development Frameworks (LDFs)
- Improving and integrating strategic planning procedures
- Setting out the key principles of strategic commissioning and incentivising local authorities to focus on secure service outcomes in new and imaginative ways

2.5 To underpin these reforms, central government will issue one new streamlined piece of guidance on the place-shaping role, replacing existing statutory and non-statutory guidance.

## **3 Sustainable Community Strategy**

3.1 The White Paper reiterates the duty for a Sustainable Community Strategy and proposes new statutory guidance to strengthen the relationship between SCS and other local and regional plans, requiring them to ‘have regard’ to each other.

## **4 Local Area Agreements**

4.1 At present LAAs are an important, but not central part of the performance framework. In future central government sees LAAs as being the delivery plan for the Sustainable Community Strategy focused on a relatively small number of priorities for improvement.

4.2 In deciding which funding streams should be included in LAAs, central government will adopt the following principles:

- Wherever possible, funds will be provided in the form of general, unringfenced grant – either Revenue Support Grant or the Single Capital Pot or other mainstream grants, such as police grant.

- Funding will be provided through the LAA grant.
- There will be some funding streams that for specific reasons are unsuitable for general grant or LAAs.

4.3 Central government will work closely with local authorities that are developing Multi-Area Agreements (MAAs), to encourage greater cross-boundary collaboration in delivering outcomes, particularly in relation to economic development. The government will look at ways in which MAAs can be aligned with the LAA framework

### **LAA priorities**

4.4 Local Area Agreements will be further developed and strengthened to provide a framework through which central government and local authorities and their partners can agree, at most, 35 targets. These will be in addition to the 18 statutory performance targets from the Department for Education and Skills, which the Secretary of State will consider reducing.

4.5 Local authorities will be required to report annually on performance against these LAA targets, which will inform an annual review of the area's performance led by the Government Office for the Region.

4.6 Local authorities and the partners will also have the option of including additional targets in their LAA that reflect local priorities, which will not have to be reported on to central government.

### **Duty to have regard to LAA targets**

4.7 In recognition of the fact that many of the targets to be included in individual LAAs will require more than one body to deliver them, it is important that individual targets are agreed jointly by the local authority and the relevant partners – in accordance with the overall priorities for the area agreed by the LSP.

4.8 For those targets which are national priorities and agreed with government, the White Paper proposes that the relevant Secretary of State should have a power to direct the lead local authority and any specified partners to have regard to those targets for which they share responsibility.

4.9 Bodies named as being covered by the new duties will retain their budgetary independence except where the decision to pool funding in the LAA has already been taken. A list of the bodies that will have a duty placed on them is below:

- Upper tier or unitary authorities
- District authorities
- Chief Officer of Police
- Police authorities
- Local Probation Boards
- Youth Offending Teams

- Primary Care Trusts
- NHS Foundation Trusts
- NHS Health Trusts
- The Learning and Skills Council in England
- Jobcentre Plus
- Health and Safety Executive
- Fire and rescue authorities
- Metropolitan Passenger Transport Authorities
- The Highways Agency
- The Environment Agency
- Natural England
- Regional Development Agencies
- National Park Authorities
- The Broads Authority
- Joint Waste Disposal Authorities.

4.10 The bodies named above will also be given a new legal duty to take part in council scrutiny, appearing before scrutiny reviews and/or providing information, and having regard to recommendations made by scrutiny committees. This is all part of the move to develop and strengthen the community leadership role of the Council.

## **5 Community cohesion**

- 5.1 As well as enormous economic and social benefits, increased migration and diversity has also presented some problems. Community cohesion is about recognising the impact of change and responding to it. The challenge is how best to draw on the benefits of migration and diversity while addressing the potential problems and risks to cohesion.
- 5.2 The aim of the White Paper is to provide more specific support for local authorities and their partners in addressing cohesion issues. The paper focuses on how to achieve a step change in activities to build cohesion by building on existing good practice and some guiding principles drawn from it, as well as the support given to local government in tackling extremism.

### **Making promoting cohesion core business**

- 5.3 It is intended that many of the proposals in the earlier part of the White Paper will help address the issues around community cohesion. Improving the quality and responsiveness of services to communities, increasing resident participation in decision making, enhancing the role for community groups, strengthening local leadership, building up the economies of our cities and towns and empowering councils, in partnership with other public agencies, to take on the place-shaping role will all help to build cohesive and self-confident communities.



5.4 Local areas also need targeted support to meet the challenges to cohesion through:

- ***Improving leadership on community cohesion***  
Outlining a local vision that promotes the future of a place and seeing diversity as a strength within that vision is a critical part of building community cohesion. It requires high quality leadership skills and leaders should be advocates for cohesion, can represent the diversity of their communities, and embody a set of values which is shared across groups and places.
- ***Strengthening partnership working on community cohesion***  
Community cohesion and its drivers cannot be addressed by the local authority alone, it is vital that partners from the public, private and third sector, alongside local citizens, work together. Where community cohesion is a priority for local areas, LSPs may wish to address the issue through their Sustainable Community Strategy, Local Area Agreement (LAA) or other thematic plans. Sustainable Community Strategies will need to set out how each area will reflect the different components of sustainable communities, which among other things, are cohesive.
- ***Ensuring a clear focus on community cohesion outcomes in the new performance framework***  
Central government will consider how best to secure community cohesion outcomes through the new local government performance framework and to take account of local circumstances, through the Comprehensive Spending Review 2007 (CSR07). In areas in which cohesion is already, or risks being in future, a local concern, local partners may wish to agree additional local commitments as part of their LAA.
- ***Developing the consideration of cohesion issues as part of the work of overview and scrutiny committees***  
Overview and scrutiny committees taking account of cohesion issues will help provide an opportunity to:
  - Consider how, wherever possible, policies can best promote community cohesion
  - Explore and present facts about controversial local issues, helping to counter misinformation that can undermine cohesionThe government will consult on new overview and scrutiny guidance which will include guidance on how local authorities can best take cohesion issues into account.
- ***Supporting local responses to recent immigration***  
The scale and pace of migration may have had a particular impact in certain parts of the country, including in some areas with limited prior experience of dealing with immigration. Central government will work with partners to develop and disseminate good practice for local areas which builds on existing experience of areas facing

migration pressures. The government will also identify those authorities which are in need of support, so that they can be supported in preventing small-scale problems from escalating.

### **Making tackling and preventing extremism core business**

- 5.5 Local authorities need to think carefully about how they can tackle extremism – working with local people, particularly but not exclusively from Muslim communities. Local responses are vital. Local authorities working closely with the local police need to make sure they have a good understanding of the scale and nature of the problem.
- 5.6 The Government will support the establishment of forums on extremism in parts of the country where this is necessary.

### **The Commission on Integration and Cohesion**

- 5.7 The local picture on building cohesion and tackling extremism is critical. The Commission on Integration and Cohesion has been established to decide how to take forward the framework outlined by the Government and will be producing full proposals in June 2007.

## **6 Steps towards implementation**

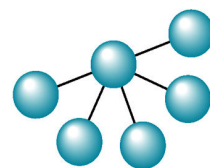
- 6.1 The White Paper has since been followed by the publication of the draft Local Government Bill on 13 December 2006. This Bill sets out the legislation that will enable the implementation of the White Paper proposals.
- 6.2 Alongside the Bill was an announcement that the Government will publish a White Paper implementation plan in January 2007 that sets out the approach and timescales for implementing the White Paper proposals.

# **Review of Haringey Strategic Partnership**

## **Report**

### **SHARED INTELLIGENCE**

1 Fitzroy Square  
London  
W1T 5HE



December 2006

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## 1. INTRODUCTION

### Haringey Strategic Partnership

- 1.1. Haringey Strategic Partnership (HSP) was formally set up in April 2002, bringing together *"the Council, Police, Primary Care Trust, employment services, local businesses, educational organisations, community and voluntary groups, faith groups and other partners."* (Haringey Community Strategy 2003-07).
- 1.2. The Strategy outlines HSP's aim to *"make the borough a better place by working together to improve local services"* by changing the way it plans and delivers services and listening to residents.
- 1.3. The Partnership was responsible for producing the Haringey Community Strategy 2003-07 and is responsible for making it work. It has also developed the Haringey Strategic Partnership Action Plan 2005-06, which incorporates actions to deliver the Community Strategy, Neighbourhood Renewal Strategy and Performance Management Framework. The Action Plan sets out objectives, targets, milestones and actions for 2005-06 against the jointly agreed Community Strategy priorities.
- 1.4. This is a challenging time for HSP. It has recently started the process of developing both a new Community Strategy (2007-2016) and a third round Local Area Agreement (LAA), which is due to begin in April 2007. The Council, as the accountable body for the LAA, is keen to have a benchmark from which to improve the LSP, so that it can best meet these new challenges.

### Policy context

- 1.5. The Local Government White Paper *Strong and Prosperous Communities* includes a number of points that could provide opportunities and choices for how HSP wants to position itself. These include:
  - **Place shaping** – a new strategic framework with duties on named partners to prepare sustainable community strategies, the delivery plan (LAA) and local development frameworks;
  - **Empowering communities** – increasing citizens' influence in decision making through standards and charters, neighbourhood management and community ownership;
  - **Community cohesion** – highlighted as core business for partnerships;
  - **Stronger community leadership role for councils** – more visible and accountable, with more councillor engagement with – but not control of – local strategic partnerships (LSPs).

### **Aims of the review**

- 1.6. The principal objectives of this review were:
- i) To review the progress and achievements of Haringey LSP to date;
  - ii) To assess the capacity of the LSP to meet new challenges and opportunities and, in particular, the development and strategic delivery of the Community Strategy and LAA;
  - iii) To provide a benchmark from which to improve the LSP; and
  - iv) To propose how the LSP can best meet new challenges and opportunities, including through improvements to its governance structures, partnership relationships, and planning processes.

### **Review methodology**

- 1.7. The review used a mainly qualitative methodology that aimed to engage LSP stakeholders in the process. It involved both interviews and focus groups which were used to obtain views on the performance of the LSP and its future prospects from a range of perspectives.
- 1.8. The review also drew on a desktop review of HSP documents, Shared Intelligence's knowledge of other LSPs, national research and the LSP performance management framework to inform the review.
- 1.9. Shared Intelligence agreed the scope of the review with HSP representatives through a scoping meeting preceding the fieldwork. At this meeting, HSP members identified areas for the review to focus on and agreed a number of questions that the review would aim to answer.
- 1.10. The emerging issues and findings were reported back to the November meeting of HSP for members' comments. These comments have been taken into account in this report.
- 1.11. A full list of interviewees and details of the focus groups held are attached as an Appendix. Table 1 below outlines the main tasks undertaken as part of the review:

| <b>Table 1: Task</b>  |   |
|---|---|
| <b>Task</b>   | <b>Aim</b>  |
| Inception meeting: LB Haringey officers and LSP Vice Chair                | To obtain a thorough understanding of the client's requirements and expectations, a picture of LSP development to date, sources for relevant documents and data, and agreement on the details of the methodology and timescale for the review.  |
| Stakeholder consultation on scope of review                               | To consult key stakeholders in more detail about the scope of the review; key issues to be explored and range of consultees. There was also an opportunity for people to comment via email, if they were unable to attend the meeting.  |
| Document review   | To gain an understanding of LSP structures, membership, performance and priorities. Documents reviewed included the HSP Action Plan 2005-2006, Haringey Community Strategy 2003-2007, Haringey Neighbourhood Renewal Strategy and Performance Management Strategy, the 2006 Annual Review of HSP and the draft LAA proposals. |
| HSP partner consultation  | To obtain views on HSP through face-to-face and telephone interviews with HSP members and partners, including the Chair of the LSP, members from the Police, PCT, Jobcentre Plus, housing providers, CONEL, voluntary and community sector, chairs of the Theme Groups, and the Government Office for London.                 |
| Middle managers' focus group  | To gather views on HSP through a focus group with middle managers from key services.  |
| Voluntary and community sector (VCS) consultation                         | To consult VCS organisations on their view of HSP through a focus group and interviews.   |
| Analysis of findings and presentation of emerging issues                  | Analysis of findings and emerging issues based on interviews and group discussions. Presentation to the November HSP meeting for further discussion, comments and feedback.   |
| Meeting with Steering Group, HSP Chair and Chief Executive of the Council | To de-brief from the November HSP meeting and discuss how to develop our analysis and proposals to ensure that the final report met expectations.   |
| Draft report  | To present draft findings to the Steering Group and HSP for comments.   |
| Final report  | To present final findings to December HSP.  |

## 2. FINDINGS

2.1. This section looks at the information gathered from the interviews and focus groups, and the desktop review of documents. It also draws on observations of two HSP meetings.

2.2. Overall, the review found that there is a high level of commitment to the HSP and a strong belief in its benefits, as the quote below reflects:

*"We definitely all get more out of working together. One part of the Partnership can help the other, so that one plus one equals three."* - public sector partner

2.3. Partners are prepared to invest time in the Partnership, and see effective partnership working as an important contributor to delivering their own organisation's priorities, as well as having wider benefits for the borough as a whole. However, the review also gathered many comments about how the HSP might be improved to increase the impact that it has and so that it can fully realise its potential.

*"It is a good model, but it needs to be invigorated."* - middle managers' focus group

### Role and Impact

#### ***Progress and impact***

2.4. HSP members and stakeholders were asked what they thought the role of HSP to be, and what impact, if any, the HSP has had on their work and on the wider community.

2.5. The feedback was mixed. Some members felt that the work of the HSP has resulted in improved outcomes:

*"[HSP] has achieved much better agreed joint outcomes."*  
- council representative

2.6. In particular, one of the main benefits identified was that HSP provides a potential framework for managing the 'big picture', by creating an opportunity for partners to look beyond their individual services to address wider, cross-cutting issues:

*"HSP and its sub-structures are the main vehicle through which [our organisation] formally engages with cross-cutting issues."* - public sector partner

2.7. Members gave examples of where HSP has helped to progress a number of cross-cutting issues, including: work with schools to



ensure that children get home safely; a major reduction in street crime and violent crime; and developing a strategy for older people.

- 2.8. However there was also concern that the HSP has missed a number of its targets, and is not very well equipped to assess its impact because it receives very little management and performance information.
- 2.9. In the HSP's 2006 annual review, the Government Office for London (GOL) gave the HSP an overall performance rating of 'Amber/Green' and an assessment score of 19 points against the six thematic areas, which indicates a "borderline" performance. This reflects that while progress has been made in many areas, *"Haringey still faces challenges across a number of key floor targets."*
- 2.10. A review of targets set for 2005-6 indicated that HSP has made tangible progress in many areas. For example it has exceeded many of its targets around the Liveability agenda. However, in other areas, such as Employment, HSP is still facing considerable challenges. One of the main challenges is around the "narrowing the gap" agenda. For example, while Liveability received an overall 'green' performance rating, there is not clear evidence of narrowing the gap between the east and the west of the borough. Similarly, with both housing and male life expectancy figures, there is a notable gap between the most deprived areas and others.
- 2.11. There is therefore a sense that, while the HSP may have had some impact in defined areas, its potential for managing the 'big picture' has not yet been fully realised.

### ***Strengthening the strategic role***

- 2.12. The Haringey Community Strategy 2003-07 sets out the Partnership's vision for the future of Haringey:
- "To measurably improve the quality of life for the people of Haringey by tackling some of our biggest problems and making it a borough we can all be proud of."*
- 2.13. The Strategy also identifies five priorities: improve services; narrow the gap between the east and the west of Haringey; create safer communities; improve the environment; and raise achievement in education and create opportunities for life long success.
- 2.14. There is a sense of involvement in and ownership of the key issues on which the HSP has focused. Examples given include allocating neighbourhood renewal funding (NRF) and deciding on the stretch targets to be included in the LAA. It was felt that the

Theme Groups particularly helped to facilitate this. For example, the HSP allocates NRF to the various Theme Groups which then make project recommendations for the HSP's approval.

- 2.15. However, overall it was felt that there is a lack of clarity about the HSP's role and what its strategic vision and priorities are.
- 2.16. Some partners felt that the priorities set out in the Community Plan are too vague and need to be more meaningful to local people, so that they can '*watch this space*' as the HSP delivers tangible change. It was felt that this would also help to make the Partnership more accountable to local residents:

*"Key priorities should be things that residents can recognise as outcomes, so that they can see the work and give their views."* – council representative

- 2.17. While most HSP members felt that HSP ought to provide strategic direction, most did not feel that it is currently providing this:

*"The main role of HSP should be to drive the strategic direction of the Partnership for the Borough, and work into a sub-regional Partnership. At the moment, I don't think HSP is achieving this."* – public sector partner

*"HSP is not driving the agenda, and is not the chief tool. It is not clear what are the top priorities."* – public sector partner

- 2.18. The lack of clear strategic vision has resulted in some partners viewing HSP as an 'add on', rather than an integral part of everyone's work.

### ***Performance management***

- 2.19. The review found that performance monitoring and management within HSP is weak, leading to a lack of robust evidence of the impact that HSP has made. This was a major concern for the majority of interviewees.
- 2.20. The lack of clear performance management makes it difficult to attribute outcomes specifically to the work of HSP. For example, HSP members found it difficult to state what HSP achieved last year. This in turn makes it difficult to assess whether HSP is offering value for money.

## Participation

- 2.21. The review found that there is a lot of support and goodwill for partnership working within Haringey. People are keen to work together and recognise the benefits of joint working.
- 2.22. There is generally good representation on HSP, but the business sector is the key missing partner. This is largely because there are no big private sector employers in Haringey to act as the 'proxy' for the sector. However, some partners felt that HSP functions in a way which makes it difficult to engage the sector:
- "...The way that the Partnership has tried to engage businesses has not worked - SMEs cannot afford to dedicate hours to attending numerous long meetings."* - public sector partner
- 2.23. Attendance at HSP meetings is good, but membership is not always consistent because some members send substitutes in their place. This can mean that meetings lack continuity and it is more difficult to maintain input from key partner agencies.
- 2.24. Consultees generally thought that membership of HSP needs to be reviewed. HSP's membership is very large, and consultees found that this makes it difficult to manage and difficult to hold partners to account. Partners found that the large size of HSP also makes it hard for HSP to make strategic decisions.
- "Cut down the size of HSP"* - council representative
- "The size of HSP makes it unwieldy... and difficult to steer."* - middle managers' focus group
- 2.25. The recent Local Government White Paper, *Strong and Prosperous Communities*, highlights the importance of councils taking a leadership role on local strategic partnerships. The review found that the Council is already seen as taking a strong leadership role on the Partnership - and that this helps ensure senior level buy-in from other agencies.
- 2.26. Whilst most consultees acknowledged that the Council ought to play this leadership role on the HSP, many - including council representatives - felt that the HSP is too council-led. However, some members felt that this was as a result of other partners not being as involved as they should or could be.
- 2.27. The strong Council presence on the HSP has led to some disengagement among members, and has meant that not all members feel that they are treated as equals on the Partnership:
- "HSP meetings are not a meeting of equals. They are very councillor-led, which means that people are less engaged than they should be."* - public sector partner

*"Members bog the process down"* – council representative

- 2.28. This is particularly the feeling among voluntary and community sector representatives. While most feel able to voice their views, they do not feel that they are given equal weight to some of the other partners around the table. This is recognised by some of the other partners:

*"VCS reps feel able to have a voice and challenge partners. Maybe VCS reps need to be seen more as partners than as a pressure group on partners."* – public sector partner

- 2.29. Some consultees recognised that not all partners are equal - in terms of how much money they have and whether or not they have statutory responsibilities. However, despite this, many felt that all partners should – but do not currently - have an equal voice on the Partnership.

*"Equal status shouldn't be on the condition of how much money partners bring into the Partnership, but what role they can play."* – voluntary sector representative

- 2.30. Some partners feel that HSP is paying 'lip service' to community involvement. The review found that the Partnership did not have a clear way of connecting with people on the ground, so many of these connections were not being made:

*"Community input doesn't carry much clout on HSP."* – public sector partner

- 2.31. However, others felt that community involvement in HSP has improved over recent years - particularly through improved engagement of the VCS in the HSP and the development of a Compact with the voluntary and community sector, which has strengthened relationships. For example, the Peace Alliance holds breakfast conferences with around 200 members of the community and invites HSP members with specific areas of interest to address community representatives.

- 2.32. HSP has also recently consulted with the wider public as part of the development of its Sustainable Community Strategy, as well as its LAA priorities, inviting local people to help shape the future of the borough.

- 2.33. Despite the Council's strong presence on HSP, there is a lack of clarity about the role of Council representatives among many members. Councillors tend to 'wear several hats', and consequently not all members are clear in what capacity certain Council representatives sit on HSP:

- As representative of local people in their ward;
- As a representative of the Council as a corporate body; or

- As Chair of a particular Theme Group
- 2.34. Consultees generally felt that the format of HSP meetings needs to be reviewed. The agendas are extremely long, which means that issues cannot be discussed in much detail. There is a danger, therefore, that HSP runs the risk of doing lots of things, but none very thoroughly.
- 2.35. Members are also not always clear what they are being asked to do with the papers that are presented to them, or from where certain papers originated. Some of the papers that are presented to HSP have already been presented at various other forums, but this is not always made clear and can lead to members being confused about where they stand in relation to the papers being presented.
- 2.36. It was reported that there was no real induction process when new members joined the HSP and that people were left to work things out as they went along. There was also some concern that there was uncertainty about the protocols on issues such as declaring conflicts of interest.

### **Focus of activity**

- 2.37. The review looked at the focus of HSP's past and current activity and analysed what is working well and what is working less well.
- 2.38. It is clear that HSP has invested time in the development of its NRF Strategy 2002-08 and Community Strategy 2003-7, and in devolving specific work around these. More recently, HSP has devoted a lot of time and energy into negotiating its round three LAA and its new Sustainable Community Strategy 2007-2016.
- 2.39. One of the main beneficial outcomes of HSP's activity has been improved partner engagement and increased trust and understanding between partners. There is evidence of partners taking a greater responsibility and accountability for shared performance indicators through the HSP's work.
- "[The HSP] brings added value to partners through being able to network and build relationships with partners to look at each others strengths and delivery as service providers."* – voluntary and community sector representative
- 2.40. Although HSP provides some opportunities to look at the 'bigger picture', there is still a tendency to focus on individual projects and the activities of individual partners, rather than looking at how the Partnership can become more than the 'sum of its parts'.
- 2.41. One example of this is NRF. Although consultees felt a sense of involvement in and ownership of the allocation of NRF, it is currently allocated to individual projects taken in isolation – such

as 'Routes to Work in White Hart Lane' or 'Implementing a Football Strategy and Activity Programme for Haringey' - rather than being based on a wider strategic discussion. A disproportionate amount of time is spent on targeted funding streams in comparison to the much larger mainstream budgets of the partners round the table. As a result of this, some partners feel that the HSP is not achieving its potential impact:

*"Within the NRF agenda, HSP does not force a discussion around how partners are pooling resources. If it did, it would be talking about a bigger pot and not looking at NRF in isolation"* – middle managers' focus group

- 2.42. The tendency to focus on individual projects and partners makes it more difficult for HSP to maintain a strategic vision. It seems to be lacking a clear overarching driver and does not have a clear set of priorities. This leaves some partners unsure of the role of HSP and of their role within the Partnership:

*"HSP should look at things over and above what should be the business of the individual partners to something that requires a different, partnership-based approach – focusing on what adds value to an overarching strategic direction for HSP."* – public sector partner

*"It would be better if HSP focused on three to four key projects, where it could make a noticeable difference."* – public sector partner

*"HSP could be more directional in how it sees the senior partners working together to common objectives."* – public sector partner

- 2.43. Many consultees felt that the HSP is 'rubber stamping' activities that will happen anyway. They felt that the HSP lacks strategic level discussions that link clearly to related actions, and that often decisions are made elsewhere. This has led to several members viewing the HSP as somewhat of a 'talking shop'.

*"From my own experience...nothing happens at HSP...We know it is all decided before the meeting anyway."* – public sector partner

- 2.44. Accountability for delivery is also unclear – does it rest with the HSP, with the Theme Groups or with individual partner organisations? This leads to gaps in driving through delivery of commitments, because there is confusion among partners over who is supposed to deliver what; or because it is difficult to hold partners to account if lines of accountability are not clear.

- 2.45. The HSP does not have its own finances or accountability in the same way a statutory body does, but consultees agreed that it would be useful if the Partnership provided a forum where the

partners could hold each other to account on agreed actions. This would also help with performance management.

## Structures

- 2.46. HSP meets regularly and the process runs efficiently. For example, agendas and papers are sent out on time and people are given sufficient advance notice of future meeting dates.
- 2.47. There are also examples of issues being delegated to Theme Groups, and resulting in specific actions. For example:
- All Theme Groups play a role in the allocation of NRF;
  - All Theme Groups have been working to identify LAA outcomes and targets;
  - The Worklessness Group (a sub-group of the Enterprise Board) is focusing on people not in employment, education or training (NEETs);
  - The Children & Young People Strategic Partnership Board (CYPSPB) has made "*real decisions about expenditure and activities*" (CYPSPB member); and
  - The Safer Communities Executive Board (SCEB) is working with the Children and Young People Strategic Partnership (CYPSP) to improve citizenship in schools.
- 2.48. There is emerging recognition among HSP members of the need to clarify the roles of HSP and the Theme Groups. For example, some partners are unclear where decisions about the allocation of NRF are made: by the HSP Board or the Theme Groups.
- 2.49. The need for clarity of roles arises from a confusion about HSP's membership, structures and inter-relationships. The names and numbers of Theme Groups has changed and each have a large number of sub-groups, making it difficult for members to know who sits on which group, what issues each group covers and what relationships exist between the groups.:
- "There are about 17-20 sub groups under the Wellbeing Partnership. No-one knows what goes on in each under any particular work stream."* – middle managers' focus group
- 2.50. Most partners could not name all of the Theme Groups, and no-one could list all of the sub-groups. Several members had asked for a list of all of the Theme Groups and sub-groups, but this had not been provided. Some of the Theme Groups have changed their names, or are known by several different names, which leads to further confusion. Surprisingly, some Theme Group members were not aware that they were a member of a Theme Group.

- 2.51. There is also a lack of consistency across the Theme Groups, with different structures and sub-structure arrangements, varying size of membership and different formats of meetings:

*"Thematic boards have no formal structures, so each has done its own things. [There are] no strict parameters and numerous sub-structures."* – council partner

- 2.52. A number of people sit on several different groups within the HSP structure. For example, some people sit on the HSP board, one or more Theme Groups and several sub-groups. Many consultees reported that this puts additional pressure on their time, and means that they often have to send a substitute, which further adds to the confusion and lack of consistency. Members also reported being confused about the structures and role of the HSP because some issues are discussed at several different groups, leading to a sense of "Haven't I've been here before?"

- 2.53. There is limited evidence of systematic communication and lines of reporting – both vertically and horizontally. Members reported that this has added to their confusion about the roles of the HSP and its Theme Groups, and means that some cross-cutting links are not being made.

*"Thematic boards are okay. But cross-cutting links are not there. The thematic boards encourage silo working."* – public sector partner

*"People who sit on the thematic partnership but not on HSP [the Board] have no clue about what it going on at HSP [the Board]."* – middle managers' focus group

- 2.54. However, there is evidence that HSP does recognise that making links across the Theme Groups is a priority and is working to strengthen the cross-cutting links. For example, in 2005/06 it allocated £5,000 NRF to 'developing and linking the Theme Boards.'

- 2.55. Many members felt that the lack of systematic communication has led to a lack of clarity on who takes decisions and where decisions happen, and that consequently there are sometimes gaps in picking up on issues between meetings. Many members felt that the lack of clear performance management and lines of accountability add to this problem.

- 2.56. Some consultees suggested that introducing some kind of delivery board that brings together senior people from key agencies - as do Public Service Boards (PSBs) in other LSPs - might help decision-making and implementation by bringing together senior decision-makers from the key agencies.



### **3. CONCLUSIONS, RECOMMENDATIONS AND NEXT STEPS**

#### **Conclusions**

- 3.1. Overall, the review found a lot of support for the HSP and belief in its potential. However, all consultees recognised that there is clearly a need for improvement – both to drive up performance and to enable better, more effective partnership working.
- 3.2. The review identified four main areas for improvement:
- The Partnership needs to be clearer about its role and where it is seeking to have impact. It needs to ensure that there is a strong shared knowledge and ownership of its priorities. To support delivery the HSP needs to put in place and resource an appropriate performance monitoring and management framework.
  - The Partnership needs refresh and review its membership, in particular to ensure that an effective link is made with the business community. This does not necessarily need to be through direct membership of the HSP, but a way needs to be found to enable the perspective of local businesses to be represented. The HSP should also look at its overall size – the review of Theme Groups (see below) may enable more streamlined links to be made with them. The HSP should be satisfied that where an organisation is represented by more than one person that this adds value to the HSP and in these cases be very clear about the different roles people are playing.
  - The Partnership needs to be strategic about its focus, identifying areas where it adds value and can have impact because of the nature of the HSP and the range of partners involved. As far as possible it should look to delegate to theme groups, retaining its focus on genuinely cross cutting issues or key areas where the Theme Groups and other approaches have failed to make a difference.
  - The Partnership needs to review its structures and In particular it needs to review the overall partnership framework within the borough, focussing on the role of theme groups, their sub-groups and how both vertical and horizontal communication works between them. This should be done with the view of creating a more streamlined and accessible partnership structure that clearly links service specific delivery plans and priorities up through to the HSP, the Sustainable Community Strategy and the LAA. The HSP also needs to review some of its basic systems, such as the information provided to members about the partnership.

- 3.3. As noted above, the HSP will be taking forward the findings of this review in the context of the recent White Paper. The emphasis this puts on the key role of LSPs in a 'place shaping' agenda fits well with the aim of moving the HSP to a more focussed and strategic agenda. The White Paper's identification of the LAA as the Partnership's delivery plan for the Community Strategy should also help in better linking action and delivery to agreed priorities.
- 3.4. The White Paper clearly emphasises the local leadership role of the Council within a local strategic partnership, but is also clear that this should be achieved without control or dominance and this will be something that it is important to maintain in Haringey. There is also a greater onus on other local partners to cooperate and the new duty on named partners should enable partners to hold each other to account for joint action agreed through the Partnership.
- 3.5. Finally the HSP's record to date in relation to VCS involvement places it well to respond to the increased emphasis in the White Paper on community and citizen empowerment. Thinking about how to improve active representation from all sectors and communities should enable further progress in this respect.

### **Recommendations**

- 3.6. In response to the conclusions set out above, we have identified a series of next steps which we recommend the Partnership takes to allow the HSP to move forward. These steps can be summarised as follows:
- Clarify the scope and role of the HSP
  - Strengthen the strategic vision of the HSP
  - Develop stronger links between the HSP, Haringey's Sustainable Community Strategy and Local Area Agreement
  - Develop a clearer partnership framework
  - Improve the Partnership's membership and meetings
  - Tighten HSP support and organisation.

### **Next steps – proposed delivery plan**

Each of these recommendations is expanded upon in the tables below. These identify the key objectives under each step, possible implementation stages and success criteria which would indicate that change had successfully been delivered.

|  |
|--|
| <b>1. Clarify the scope and role of HSP</b>  |
| <b>Objectives</b>  |
| <ul style="list-style-type: none"> <li>- Establish greater clarity about the purpose and role of the HSP.</li> <li>- Forge a clearer profile and identity for the LSP.</li> </ul>  |
| <b>Implementation Steps</b>  |
| <ul style="list-style-type: none"> <li>- Refresh of the LSP's terms of reference – what is the HSP's role, how does it fit within broader partnership framework, what is its role in relation to the sustainable communities plan and the LAA etc.</li> <li>- Create a simple identity for HSP and single contact point and source of information (this links to recommendations below about a secretariat and HSP handbook)</li> <li>- Identify strategies or initiatives that are 'owned' by the HSP rather than the collection of the partners that make up its membership</li> </ul> |
| <b>Success Criteria</b>  |
| <ul style="list-style-type: none"> <li>- All partners can sum up clearly the purpose and role of the HSP.</li> <li>- Stakeholders understand the role of the HSP.</li> <li>- Stakeholders readily identify the HSP as the leading strategic partnership in the Borough.</li> </ul>   |

|   |
|---|
| <b>2. Strengthen the strategic vision for HSP</b>   |
| <b>Objectives</b>   |
| <ul style="list-style-type: none"> <li>– Identification of fewer, high-level priorities.</li> <li>– A stronger focus on cross-cutting issues.</li> </ul>  |
| <b>Implementation Steps</b>   |
| <ul style="list-style-type: none"> <li>– Based on the Sustainable Community Strategy and LAA, identify a small number of high level priorities that the HSP believes that it is uniquely placed to add value to and drive through delivery.</li> <li>– Agree priorities that maximise the benefit of having such a broad based partnership that has the scope to look at genuinely cross-cutting issues, e.g. Worklessness/NEETs and climate change.</li> <li>– Plan workload (both of meetings and action in between meetings) to ensure a meaningful input is made to addressing the issues identified.</li> <li>– Develop appropriate outcome measurements that enable the HSP to identify the impact its intervention is having.</li> <li>– Review appropriateness of priorities on an annual basis – has sufficient progress been made to move focus onto another area?</li> </ul> |
| <b>Success Criteria</b>   |
| <ul style="list-style-type: none"> <li>– A more focused HSP that is effectively channelling its expertise and resources into tackling key priority issues.</li> <li>– All partners know the HSP’s key priorities for action each year.</li> <li>– Tangible improvements are experienced by local residents in the services they receive, or the environment they experience or the opportunities they can access.</li> </ul>  |

### **3. Stronger links between HSP, SCS and LAA**

#### **Objectives**

- Strengthened performance management.
- A clear link between Sustainable Community Strategy, HSP Priority Areas and LAA – a ‘golden thread’ of priorities and targets.

#### **Implementation Steps**

- Identify the data required to enable the HSP to maintain a strategic overview of performance.
- Identify the sources of data and the steps required to ensure timely collection and reporting of information.
- Develop an appropriate (simple) format for presenting the information and agree how the HSP will respond to the information (e.g. focus on exception reporting, expect further explanation if performance significantly off target etc.)
- Establish a culture of accountability whereby partners take responsibility for ensuring that effective performance management flows from the monitoring activities that the HSP undertakes.
- Review the Sustainable Community Strategy and LAA targets and priorities in the context of the White Paper’s proposal that the LAA should act as the delivery vehicle for the SCS, with the HSP providing the partnership vehicle for achieving that.

#### **Success Criteria**

- HSP members have access to timely and relevant performance monitoring and management information.
- HSP (including Theme Groups) use PM information for reviewing performance and informing action.
- There is a clear relationship between the SCS, the LAA and respective thematic or service-based plans – a ‘golden thread’ – with the HSP playing a strong strategic leadership role.

## **4. A Clearer Partnership Framework**

### **Objectives**

- There is a clear and transparent partnership framework that sets out the relationships between the HSP and a series of Theme Groups.
- Responsibility for activity is delegated as far as possible to Theme Groups, leaving the HSP to focus on cross-cutting issues or issues that it is not possible to resolve at a Theme Group level.
- There are clear links and communication between the Theme Groups and between the Theme Groups and the HSP.
- The Theme Groups reflect the priorities of the HSP.

### **Implementation Steps**

- Agree the overall number of Theme Groups to best reflect priorities of HSP (taking into account requirements for specific groupings e.g. crime reduction partnership and children and young people's strategic partnership). There should be no more than five in total. All partnership groupings should fit within these structures.
- Identify appropriate membership and chairs.
- Ask each Theme Group to carry out a review of its own structures – if they have not already done so recently - with the aim of streamlining as far as possible the number of meetings. Set a common deadline for completion.
- Generate a clear diagram showing the different Theme Groups and how they feed into the LSP. Generate similar diagrams for each Theme Group and their sub-groups. These should be included in the HSP handbook – see below.
- For each Theme Group, draw up clear terms of reference which identify membership, what areas / issues they lead on, key strategic documents they hold responsibility for and on which LAA targets they will lead. These should be included in the HSP handbook – see below.
- Design and produce a regular summary of issues dealt with by each Theme Group for circulation to HSP members and Theme Group Chairs. This should be short with clear contact points if more information is sought.
- Develop clear protocols that Theme Group chairs can follow if they want to refer something to the HSP or if they feel they need input from another Theme Group. These should include an overview of what type of issue should be referred (i.e. of such significance/controversy that the HSP needs to be involved; or of such a cross-cutting nature that it needs addressing by the full HSP).

### **Success Criteria**

- The HSP provides a strong strategic 'umbrella' to a small group of thematic partnerships that reflect the priority areas for the Borough.
- Thematic partnerships are clear about their delegated responsibilities and when and how they need to take issues back to the HSP and/or other Theme Groups.
- This partnership framework is clearly understood by all partners and a wider stakeholder group.
- The operation of the thematic partnerships and any sub groups avoids duplication and makes best use of everyone's time.
- There is scope within the framework to allow for cross-cutting issues to be picked up and if necessary referred to the HSP.

## **5. Improve membership and meetings**

### **Objectives**

- Establish effective links with the business sector.
- Ensure that the membership of the HSP continues to be appropriate (both in terms of numbers and balance of representation).
- Secure greater clarity about which 'mode' the HSP is in when dealing with specific agenda items / issues.

### **Implementation Steps**

- Identify options for strengthening the role of the business sector, building on existing contacts and partnerships with the sector. Link this with the review of Theme Groups, as set out above.
- Identify against each agenda item whether it is for 'information', 'discussion' or 'decision', and do not routinely discuss information items.
- Following the review of Theme Groups, revisit the membership of the HSP. Some people may attend in more than one role (e.g. as Head of their organisation, but also as Chair of a Theme Group) and there needs to be clarity and transparency about this. Where organisations have more than one representative, review whether this supports the effective running of the HSP and whether a wider representation of those organisations could be secured in other ways (e.g. through Theme Groups or through specific agenda items / meetings).

### **Success Criteria**

- An inclusive and effective HSP where all partners feel their views are represented.
- A membership that is representative without being so large as to make the meetings cumbersome.
- Concise and focused meeting agendas which support the HSP in tackling identified priorities.
- Members are clear about whether, on what and how they are making decisions.



## **6. Tighten support, organisation and performance management**

### **Objectives**

- Secure a well-run partnership which receives timely and high quality reports, has access to up-to-date and relevant performance management data and background and policy information.
- Ensure that HSP members are very clear about their roles, understand the terms of reference of the HSP and observe agreed protocols.
- Enable HSP members and stakeholders to easily access information about the HSP, how it is run and how it links with other partnerships in the Borough.

### **Implementation Steps**

- Establish a discrete secretariat role, headed by a senior-level person, that clearly services the HSP as a partnership. This will involve identifying appropriate resources (revenue and potential secondments) from within the HSP.
- Review partnership protocols – ensure there is clarity about how to deal with substitutions, potential conflicts of interest etc.
- Design an induction programme for all new members.
- Produce an HSP handbook that includes all core information about the HSP (i.e. terms of reference, partnership protocols, membership, links to Theme Groups, secretariat details, protocol in raising agenda items etc.)
- Consider setting up a co-ordinating management board, accountable to the full HSP, that will drive forward delivery of actions and performance manage the HSP. This would free up the HSP to concentrate on setting the strategic framework and priorities.

### **Success Criteria**

- HSP runs smoothly and receives timely and relevant information that members feel supports them in their role.
- Members are clear about how the HSP is run and how it fits with other partnerships.

**APPENDIX****List of interviewees**

| <b>Name</b>            | <b>Agency/ Organisation</b>                    | <b>Position</b>  |
|------------------------|--|--|
| Cllr Meehan            | Haringey Council                               | Leader of the Council & HSP Chair                            |
| Simon O'Brien          | Police   | Borough Commander  |
| Richard Sumray         | Haringey Teaching Primary Care Trust           | Chairman   |
| Gillian Prager         | Haringey Teaching Primary Care Trust           | Director of Corporate & Partnership Development              |
| Walter Steel           | Jobcentre Plus                                 | External Relations Manager - North & North East London       |
| Paul Head              | CONEL  | Principal  |
| Sharon Shoesmith       | Haringey Council                               | Director of Children's Services                              |
| Enid Ledgister         | Haringey Community & Police Consultative Board |  |
| Stanley Hui            | HAVCO  | Chief Executive  |
| Cllr Brian Haley       | Haringey Council                               | Executive Member for Environment & Conservation              |
| Cllr Lorna Reith       | Haringey Council                               | Deputy Leader and Executive Member for Community Involvement |
| Cllr Isidoros Diakides | Haringey Council                               | Executive Member for Housing                                 |
| Cllr Nilgun Canver     | Haringey Council                               | Executive Member for Crime & Community Safety                |
| Dr. Ita O'Donovan      | Haringey Council                               | Chief Executive  |
| Carole Pattison        | Haringey Council                               | Head of Policy and Partnership                               |
| David Hennings         | Haringey Council                               | Assistant Chief Executive (Strategy)                         |
| Justin Holliday        | Haringey Council                               | Assistant Chief Executive (Access)                           |
| Stephen Clarke         | Homes for Haringey (ALMO)                      | Chief Executive  |
| Shaun Rogan            | Government Office for London                   | Locality Manager   |

### Voluntary and Community Sector focus group – list of attendees

| Name               | Agency/ Organisation |
|--------------------|----------------------|
| Faiza Rizvi        | Harcen               |
| Lauritz Hansen-Bay | Harcen               |

### Middle Managers' focus group – list of attendees

| Name            | Position   | HSP thematic partnership   |
|-----------------|--|--|
| Claire Kowalska | Head of Safer Communities Unit   | Community Safety Partnership (Interim manager of Community Safety Team)                  |
| Jean Croot      | Head of Safer Communities Unit   | Community Safety Partnership (Coordinator)   |
| Chloe Rawlinson | Commissioning and Partnership Manager, Learning Disabilities (joint post between LA and PCT) | Health/Wellbeing Partnership   |
| Bill Slade      | Welfare to Work coordinator, Economic Regeneration   | Enterprise Partnership (Coordinator, Welfare to Work for People with Disabilities Board) |
| Alexis Adonis   | Project Assistant, Economic Regeneration   | Enterprise Partnership (Coordinator)   |
| Linda Banton    | District Partner - North & North East Jobcentre Plus   | Enterprise Partnership   |
| Patricia Walker | Policy & Performance Manager, Children & Young People's Service                              | Children & Young People Strategic Partnership (Coordinator)                              |
| John Morris     | Asst Director, Recreation Services   | Better Places Partnership  |
| Zena Brabazon   | Head of Neighbourhood Management (NRF budget holder)   | HSP observer   |
| Geoff Turner    | Deputy Head of Member Services   |  |

