

Cabinet – 18 May 2017

Localities Delivery Model

Portfolio: Councillor I Shires – Agenda for Change

Related portfolios: Councillor J Fitzpatrick – Community, Leisure and Culture

Service: Change and Governance

Wards: All

Key decision: Yes

Forward plan: Yes

1. Summary

- 1.1 This proposed Locality Delivery Model builds upon a strong history of partnership working in Walsall, both locally and borough-wide, and at an operational and strategic level. Partners across the public, private and voluntary sectors have long recognised the strength in working together to achieve shared strategic goals – both for generating efficiencies and for improving outcomes for people who live, work or invest in the Borough.
- 1.2 No Partners within Walsall have escaped the direct or indirect impact of the current climate of austerity, and the pressures this is placing on budgets. For many, this is coinciding with a period of increased demand – for example through demographic changes and an increasingly dependent population, or the impact of national Welfare Reforms on local residents.
- 1.3 The current Area Partnership Model predates this period of constrained finances, and many local partners and services have already started to reshape their delivery models to better suit the circumstances that they and their customers now face. It is therefore recognised that this is an opportune time for the Council to revisit its contribution to partnership delivery at a local level, and shape it to most effectively tackle the needs of Walsall's residents and businesses. It is important that the proposed delivery model reflects the challenges facing the Council's budget going forward, and is affordable and sustainable.
- 1.4 Present circumstances mean negotiating a new structure to meet the needs of a wide range of partners is particularly challenging – but it is essential that we develop a model that works well for all our diverse communities. Alignment of priorities is happening at a borough-wide, strategic level through the Council's Corporate Plan and the Strategic Partnership's Walsall Plan; but a delivery model is required that draws a direct line from these high level plans, right down through to the priorities for local areas and communities. This will be essential for tackling the entrenched inequalities that persist within the Borough.

- 1.5 It is important that the Council's methodology for delivering improved services to communities at a local level, and addressing community issues, now develops in a way that supports and complements the evolving approaches to local service delivery by our partners. This is set out in more detail later in this paper. Partners have been involved from the outset in scoping out the requirements and developing proposals for this revised Delivery Model.
- 1.6 This report explains the methodology for determining the geographical configuration of a new four-area Locality Delivery Model. It goes on to outline key current models of partnership locality working in Walsall: notably Area Partnerships, Locality Partnership Panels (Early Help) and the role of Town and District Centres. Links are made to how this fits into the Borough-wide strategic context. Finally, the key elements required for the new Local Delivery Model to effectively operate in practice are set out.

2. Recommendations

- 2.1 That the four-locality footprint for delivery (as shown in figure 1) is approved.
- 2.2 That Council are recommended to approve the necessary changes to the constitution to dissolve the six Area Panels.
- 2.3 That the purpose and required elements for a revised Locality Delivery Model are approved, notably:
- The enhancement of multi-agency, operational working, through locality panels;
 - The establishment of strategically-focused locality partnership boards;
 - The development of Locality Plans, aligned to the Partnership's strategic borough-wide priorities;
 - The important role of the voluntary and community sector and the need to strengthen community engagement.
- 2.4 That officers continue to work with partners from across the public, private and voluntary sectors to implement the new localities delivery model.

3. Report detail

3.1 Background

- 3.1.1 Organisations working in effective partnership to deliver the best possible service outcomes to our communities has been a long established principle for public services within Walsall and recognises the strength in shared strategic goals. But whilst there is much to celebrate in the Borough, there is recognition of continuing challenges as services experience major changes in response to a range of issues such as cuts to budgets, increased localisation, increased public expectations, changes to welfare provision and greater demands for service.
- 3.1.2 In striving to deliver partnership working, there exists the potential for considerable duplication of effort and demand on professionals' time – leading to inefficiencies and risk of disengagement by those most in need rather than benefits being experienced by individuals and service providers. The current redesign of the Area Partnerships team, along with the review of the Voluntary and Community Sector, provides a timely opportunity for strategic partners

across Walsall to explore opportunities to improve integration between the key organisations, to provide a more effective and efficient service to Walsall communities and reduce duplication, and to increase engagement with a wider range of partners. This relies on changes to the current model at Governance, Strategic and Operational level.

- 3.1.3 In 2016, Walsall Council, with support from Strategic Partners undertook a comprehensive review of issues related to children, young people and families who were in the 'Early Help system' and the support that was provided to them (known as the "1000 Case Review"). One of the recommendations of this review presented to the Walsall Strategic Partnership Group on 3 October 2016 was for "Partners to consider future integration of health, social care, police and housing to develop multi-disciplinary locality teams to enable more effective information sharing and a more responsive response to needs of children, young people and families, with a view to reduce duplication and costly long term interventions". This recommendation was endorsed by the Walsall Strategic Partnership Group, demonstrating Partnership-wide support.
- 3.1.4 West Midlands Police's Strategic Assessment 2016, along with its Integration Strategy, makes the case for a "whole system approach to complex problems" and reflects on how this might be achieved. The experiences of West Midlands Police, other Local Authorities and statutory partners such as Youth Justice Service, can be drawn on in designing an integrated model within Walsall. This includes the benefits of taking an incremental approach to operationalising the Locality Delivery Model – the establishment of four Localities being the start of an iterative process that could potentially explore elements such as alignment of resources, sharing of intelligence and co-location as stages on a journey towards a more fully integrated place-based model.

3.2 Development of Revised Locality Boundaries

- 3.2.1 Organisations within Walsall have a variety of different operational boundaries, some of which are in the process of change. A mapping exercise was carried out to overlay these various geographies in order to inform development of a new Locality Model. Boundaries and delivery models considered included:
- West Midlands Police
 - West Midlands Fire Service
 - Children's Services
 - Early Help Locality Partnership Panels
 - School partnerships
 - Adult Social Care
 - GP Clusters
 - Community Nursing
 - Walsall Housing Group
- 3.2.2 Taking into account the existing and proposed delivery boundaries across partners, a model emerged of four localities. Discussions at Walsall Strategic Partnership Group, involving representatives from across the strategic partnership and its Boards, agreed in October 2016 that one model (as shown in Figure 1) represented the most logical and justifiable configuration.

3.2.3 Locality Partnership Panels already operate across this geography, and statutory and non-statutory social care service teams will be aligned as far as possible from April 2017. It also closely reflects the areas adopted by West Midlands Police.

3.2.4 As well as taking account of partner geographies, this model has a number of key features:

- Based on existing ward boundaries.
- Involves the merging of existing Area Partnerships, rather than a complete re-design (so wards currently in the same Area Partnership would remain together under the new geography). This would allow continuity of any successful initiatives already operating at Area Partnership level.
- Takes account of physical barriers where possible to define the localities' borders (e.g. M6 motorway, and areas of open space).
- The South locality contains Walsall town centre – with the remaining localities each containing one or two district centres.

3.2.5 Although the four localities comprise between four and seven wards, the distribution of the resident population across the Borough means that they are more equal in terms of population and potential demand for services than is indicated by their physical size.



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Figure 1: Proposed Locality Model, with wards and district centre boundaries

Table 1: Population distribution by Locality

Population										
	Current AP	Wards	Total Population		0-15 Population		16-64 Population		65+ Population	
North	3	4	55,900	20%	12,900	22%	34,100	20%	8,900	18%
South	4	4	60,500	22%	14,200	25%	37,600	22%	8,700	18%
East	1 & 2	7	89,100	32%	15,500	27%	53,200	32%	20,300	42%
West	5 & 6	5	68,800	25%	14,800	26%	43,100	26%	10,800	22%

Source: ONS Mid-year population estimates, 2014

Table 2: Deprivation distribution by Locality

Deprivation					
	1st	2nd	3rd	4th	5th
	Most deprived				Least deprived
North	58%	19%	9%	7%	6%
South	32%	27%	13%	16%	19%
East	2%	0%	45%	55%	70%
West	8%	54%	34%	23%	6%

Source: DCLG Index of Multiple Deprivation, 2015

NOTE: Neighbourhoods across the Borough were ranked according to the level of multiple deprivation they experience, and then split into five groups/quintiles (where the 1st quintile represents the most deprived 20% of neighbourhoods in Walsall and the 5th the least deprived 20%). This table shows how residents from each quintile are distributed by locality: e.g. 58% of the most deprived Walsall residents live in the North area, and 70% of the least deprived residents live in the East.

3.2.6 Tables 1 and 2 show that while the East locality consists of seven wards, and contains about a third of the total population, it also has a very small proportion of the deprived population of the Borough. Conversely, the North locality contains a fifth of the total population, however this population is made up of the most deprived residents in the Borough. So each locality has different socio-demographic characteristics, and the more deprived neighbourhoods – which correlate to greater demand – are situated in the smaller localities.

3.2.7 Operational boundaries for Clean & Green services (including street cleansing and grass cutting) were also considered in the development of the locality model. However, these services are based on the most logical deployment of resources for services that are aligned to a set of largely physical demands – as opposed to demands from the resident population.

3.3 Current Local Delivery Models

3.3.1 A number of different arrangements exist for local multi-agency delivery of services within Walsall, but in striving to deliver partnership working, there exists considerable duplication of effort and demand on professionals' time – leading to inefficiencies and risk of disengagement by those most in need rather than maximising the benefits experienced by individuals and service providers. The revised Locality Delivery Model would seek to align these arrangements and bring them together – drawing on the successes and learning from the challenges of each to build a more cohesive and effective four area model.

Area Partnerships

3.3.2 Walsall Borough has operated six Area Partnerships since May 2013, their purpose being to resolve the issues of most concern to communities by bringing

delivery agencies, such as the Council, West Midlands Police, NHS Walsall and West Midlands Fire Service together with local people, to properly understand the problem and then take appropriate action. This model was never designed to support the changes in partnership working across the Borough that are now taking place; hence the need to review the way we support partnership working at a local level.

- 3.3.3 The Area Partnerships bring together professionals, third sector, community and elected members, and focus on addressing issues within a locality. The model has a public-facing element delivered through Area Partnership Panels and Partnership Tasking meetings, for officers from different agencies involved in the Area Partnership to deal with actions identified within the Area Plan, as agreed by Members.
- 3.3.4 Whilst much has been achieved through this model, challenges have been experienced through variance in delivery across the six Areas; risk of inappropriate data sharing within Confidential and Non Confidential Tasking meetings; inconsistent attendance and inappropriate attendee level; and lack of capacity or dedicated funding for supporting intelligence. Since being constituted as council committees, one criticism of Area Panels is that they have not consistently engaged partners or community representatives at this strategic level.

Locality Partnership Panels

- 3.3.5 In September 2015, driven by the Early Help Strategy and an investment of £750K through School Forum, Walsall Children's Services sought to improve delivery of the Early Help offer through creation of four Locality Partnership panels, which service the Borough through the creation of North, East, South and West Panels. The Multi-Agency Locality Panels ensure an effective joined-up early approach to children, young people and families in need of Early Help. Each Locality Panel sits every 4 weeks and includes a range of partners as panel members – such as schools, police, voluntary sector services, school health, health visiting, CAMHS, fire services, housing providers, Money Home Job and Area Partnerships.
- 3.3.6 The Panels aim to:
- support Lead professionals struggling with Early Help cases;
 - review cases where Early Help hasn't been working to date and identify solutions and meet need;
 - find the most suitable Lead professional for cases where this has been difficult;
 - provide services to individuals and families to ensure sustainable positive changes;
 - maximise community resources and support community and project work that can meet the needs of children and families across an area;
 - offer additional help for children on Child In Need or Child Protection Plans.

Other Partnerships and Initiatives

- 3.3.7 In late November 2016 West Midlands Police launched a Targeted Intervention and Prevention Tool (TIPT). This uses police data to identify young people who have experienced four or more direct or indirect Adverse Childhood Experiences

(ACEs). Once identified, it is intended that Police Neighbourhood Officers will engage with partners within the appropriate locality to identify whether an Intervention and Prevention Plan exists in any format (e.g. Team Around the Child, Troubled Family/Troubled Individual cohort, Early Help support) and address any gaps.

- 3.3.8 In addition to the structures highlighted above, there are many other tiers of operational and strategic groups that consider threat, risk and harm to individuals and/or place, including Walsall Vulnerability Forum, Children Missing Education Panel, One Day One Conversation.

3.4 The Role of Town and District Centres

- 3.4.1 The Borough's town, district and local centres represent a hierarchy of centres that is important not just at a local level but across the wider region. Walsall town centre is of particular significance, and is identified as a strategic centre for the sub-region in the Black Country's Strategic Economic Plan as well as its Joint Core Strategy for planning policy. Walsall's Strategic Economic Plan sets out as a priority that "town and district centres should offer a distinctive and vibrant mix of retail, leisure, business, community, and cultural opportunities". Many activities for delivering our 'Place' vision for the Borough are concentrated in these important locations, and achieving broader economic growth for Walsall depends in part on having attractive and thriving centres that appeal to residents, businesses and investors. District Centre Plans would nest within Locality-wide Plans, informing priorities at this higher geographical level.
- 3.4.2 By their nature, the town and district centres are predominantly locations for retail businesses, and this has been the primary focus for Town & District Centre Management Team. Work is currently ongoing to merge this team with Area Partnerships and consultation around the new structure and detailed job descriptions is ongoing (and outside the scope of this report). However, it is envisaged that a future Locality Management Team would continue to concentrate on engagement with the retail sector – in town, district and local centres – with support for other business sectors picked up predominantly by teams operating at the borough or regional level. The potential for a Business Improvement District (BID) in the town centre is also being explored, with the possibility of extending this to other centres over time.
- 3.4.3 Town and district centres are located at the intersections of Walsall's primary road networks and are hubs for public transport, making them highly accessible for residents and businesses. This makes them the natural focus for locating service delivery – as demonstrated in the recent proposals for Walsall's redesigned library service. An added benefit is that with a concentration of shops and services in one place, they enable users to make multi-purpose visits, which perpetuates their attractiveness to additional services. The four Locality model should recognise the role that each centre plays in the wider area, and the potential they present for co-location of services.

3.5 Alignment with Partnership Strategic Plans

- 3.5.1 *The Walsall Plan 2013-16* was the Borough's refreshed Sustainable Community Strategy, and articulated a shared Partnership vision and priorities for Walsall. This was due for refresh in 2017, at the same time as Walsall's *Health and*

Wellbeing Strategy. In order to avoid duplication, by having two strategies ultimately concerned with maximising wellbeing, it was agreed at Walsall Strategic Partnership Group (by representatives of the Strategic Partnership thematic boards) and by the Health and Wellbeing Board that a single document be produced – *The Walsall Plan: Our Health and Wellbeing Strategy 2017-20*.

- 3.5.2 A number of strategies are already in place across the Partnership in Walsall, drawing on various assessments of need – notably the Joint Strategic Needs Assessment, the Local Economic Assessment and the Strategic Assessment to inform the Community Safety Plan. The emerging Walsall Plan provides an ‘umbrella’ strategic partnership plan, drawing out the cross-cutting themes within partnership and organisational strategies and using these to identify three overarching priorities for the Borough where value can be added by working together in partnership:

- Increasing economic prosperity through increased growth
- Maximising people’s health, wellbeing and safety
- Creating healthy and sustainable places and communities

Reducing inequalities will be a core action within and underlying each of these priorities.

- 3.5.3 The Walsall Plan is being developed alongside proposals for the Locality Delivery Model, providing an opportunity for early alignment and complementary activity. Engagement and consultation with partners regarding the Walsall Plan has been extensive, including a Partnership Summit on 29 March 2017. The necessary Council and Partner approvals are being sought in order for the revised Walsall Plan to be in place in April 2017.

- 3.5.4 Information gathered for Strategic Needs Assessments across the Partnership can potentially be ‘cut’ by Locality to produce Locality Profiles, as it was for Area Partnerships previously. These can then be used to help inform the development of Locality Plans.

- 3.5.5 Conversely, the Locality Delivery Model should seek to gather intelligence that will feed into the Strategic Needs Assessment process, providing a mechanism for partners to identify emerging needs and repeat demands, and commission or redesign services in response. Over time, this will ensure that high level strategies are more fully informed by local need and community engagement. Together, this will represent the meeting of a top-down / bottom-up approach to intelligence gathering and priority setting.

- 3.5.6 The Walsall Plan notes that local partnerships are crucial to achieving the holistic approach that is needed to deliver improved outcomes, and the Locality Delivery Model will provide a vehicle for localised delivery of the Borough’s agreed partnership-wide priorities. Each of the four Locality Partnership Boards will consider the priorities through a local geographical lens – with the ability to develop Locality Plans that reflect the overarching priorities, but which recognise the diversity across Walsall and focus on reducing the specific inequalities experienced in each area. So while Strategic Boards take a single thematic view across the whole Borough, Locality structures will take a cross-thematic view within specific areas (see Figure 2).

Strategic Partnership Boards: *thematic perspective*



Figure 2: Thematic and geographical perspectives of strategic partnership priorities

3.6 Key Elements of Revised Locality Delivery Model

- 3.6.1 This section sets out the various elements that will be required as part of a successfully redesigned Locality Delivery Model. It shapes what these would look like in practice and how governance arrangements should function. The role of key groups and individuals is also highlighted.
- 3.6.2 Essentially, for each Locality, the model will have both an operational element (involving multi-agency professionals working together to support the vulnerable) and a strategic element (with elected members, partners and community leaders developing community engagement in the area and creating a Locality Plan). Locality Managers will provide support and make links between both elements. The Walsall Strategic Partnership Group will have an overview of delivery against priorities across all four Localities, and will be able to make the connections to the thematic Boards operating Borough-wide. Figure 3 provides a visual overview, with the following sections providing more detail about each element.
- 3.6.3 The first year will be an opportunity to pilot the new arrangements, to assess how the model operates in practice and give the new structures time to embed. Indeed, a similar reflection process was used when Area Partnerships were first introduced. At the end of this period, any unresolved issues would be reviewed and addressed. Throughout the year, elected members' views will be sought in

respect of how the Localities Delivery Model is progressing and a review will be carried out at the end of the first twelve months.

Operational: Locality Panels

- 3.6.4 The 'Locality Panels' will provide an operational space in which multi-agency professionals can contribute to delivery of overarching priorities of the Walsall Plan, viewed through a lens of local need. In order to provide a timely response to issues, monthly meetings would be most appropriate. A suggested outline is set out in Table 3. A number of new names were suggested for these groups – but agreement has yet to be reached between partners over most appropriate terminology; here they are just referred to as Locality Panels.
- 3.6.5 The groups are envisaged as being similar in scope to the existing Locality Partnership Panels for Early Help, or Area Partnership Confidential Tasking Meetings. Redesigned 'Locality Panels' should learn from the challenges and build on the successes of these current groups' experience to ensure that they have the appropriate involvement from across relevant agencies.
- 3.6.6 The nature of the groups' discussions will include reference to specific individuals. As such, they need to be established as confidential meetings, and it would not be appropriate for elected members, members of the public, or other non-professional representatives to be present. Terms of Reference will need to address the sensitive nature of the topics that may be raised, with thought also given to structuring meetings so professionals are only present for relevant items.

Table 3: Proposed outline of Locality Panels

Focus	Aims	Membership
Vulnerable Individuals (Children and Adults)	Intervention and Prevention	Early Help Adult Social Care CAMHS
Vulnerable Families (e.g. generational challenges)	Information Sharing	Housing Providers WM Police Education
Vulnerable Locations (e.g. high cost to public purse)	Identify solutions	WM Fire Children's Centres School Nurses
Vulnerable Themes (e.g. CSE, radicalisation, NEET)	Task activity	Probation Welfare Home, Money, Work DWP
	Review outcomes and impact	Locality Managers Others added as appropriate

- 3.6.7 These groups will be building on the good practice already established through the existing Locality Partnership Panels and Area Partnership Tasking, both of which have a strong emphasis on vulnerable individuals and families with complex issues (although Area Partnerships also deal with some vulnerable locations, for example in terms of anti-social behaviour or fly tipping). Since the new arrangements will be building on the networks and relationships that have already been created around these themes, inevitably the initial focus will be on vulnerable 'People'. It is envisaged that this will develop incrementally over time to incorporate more issues around vulnerable 'Places'. However, this will require

a different set of professionals to be part of the conversation, and the structure of meetings will inevitably evolve over time as the remit expands.

- 3.6.8 Consideration will need to be given to the most appropriate membership of these groups for achieving their aims. Some partners and services will be able to send representatives who have responsibility for staffing within the locality area and who can redeploy resources in order to address any issues raised – for example police sergeants or inspectors. However, others may not have direct operational control, but would need to draw on other agencies or seek to influence providers, for example through the commissioning process for health.
- 3.6.9 A framework of overarching and purpose-specific data sharing agreements exists for Walsall Partnership. However, this is a timely opportunity to review the information governance processes currently in place and ensure that any existing agreements are up to date and fit for purpose. For example, the details of the partners involved may have changed, or the agreements might not cover all the information that needs to be shared under the new Delivery Model.
- 3.6.10 We need to ensure consistent terminology between partners – for example, some partners might have a specific definition of ‘vulnerable’ that does not exactly match those used by others. This needs to be set out, perhaps in the Terms of Reference for the group, to ensure a common understanding.
- 3.6.11 At its meeting on 20 March 2017, Walsall Strategic Partnership Group agreed to establish a working group to drive forward the work of the operational groups, looking at how the current arrangements (such as Area Tasking and Locality Partnership Panels) might be brought together – indeed much of this is already taking place across the four-area footprint. It was suggested this take the existing Early Help Steering Group as a starting point, expanding it to include ‘missing’ elements of adult- and place-focused services as necessary. Isabel Vanderheeren (Early Help, Walsall Council) and Superintendent Sue Parker (West Midlands Police) are taking this forward.

Strategic: Locality Partnership Boards

- 3.6.12 These will be strategically-minded groups, meeting on a quarterly or two-monthly basis. It is proposed that the Boards’ membership will be drawn from elected members, other public and voluntary sector partners,, and business representatives in the Locality. The precise composition of the Boards is the subject of consultation, as is the role and function of Board members. The Boards’ focus will be on identifying how the strategic priorities for the Borough that are set out in the Corporate Plan and Walsall Plan are nuanced within each Locality, and on developing and owning Locality Plans that provide a golden thread from these high level plans right down to the Locality level and below (e.g. through to District Centre Plans). Locality Partnership Boards (LPBs) will also play a role in facilitating a range of community engagement processes, and identifying and supporting Active Citizens to build self-sustaining communities.
- 3.6.13 Partners see these meetings as a forum to mutually hold one another to account, but framed as an active and constructive dialogue. They should not provide an opportunity to discuss specific cases or allow ‘on the spot’ challenge. However, they could be structured so that concerns/questions are flagged in advance of the meeting, so that information can be gathered by partners for a more constructive feedback opportunity.

Table 4: Proposed outline of Locality Partnership Boards

Focus	Aims	Membership
<p>Reducing inequalities and addressing vulnerability by:</p> <ul style="list-style-type: none"> - Increasing economic prosperity through increased growth - Maximising people's health, wellbeing and safety - Creating healthy and sustainable places and communities 	<p>Establish and set out priorities for the Locality through Locality Area Plans</p> <ul style="list-style-type: none"> - Articulate Walsall Plan priorities at a local level - Reflect priorities of relevant community groupings and town & district centres. - Monitor delivery and outcomes against these priorities. <p>Identify and build Active Citizens to build self-sustaining communities</p>	<p>Elected Members representatives One Walsall and voluntary sector Community Association Networks Other public sector representatives (e.g. Fire & Rescue, Police, Health etc) Local business community (retail and commercial) Housing provider representatives Locality Managers</p>

3.6.14 The success of the model will rest in large part on developing a strong sense of partner buy-in – at a sufficient level to influence partners' budgets and service delivery decisions. Therefore, partners having a sense of ownership and influence on Locality Partnership Boards is vital. At present, Area Panel meetings are made up of elected members from the wards within the Area Partnership, and partners and the community have limited involvement, if any, in this process (although may be engaged in other ways, or in operational meetings). Partners have expressed a general preference that rather than operating as council committees, under the revised Delivery Model these should become Strategic Partnership-owned groups, to foster greater partner and community involvement.

3.6.15 It is envisaged that these Boards will not be decision-making bodies in themselves, but will instead rely on having participants who can act as a voice for their own organisation at a Locality level, and who can then take any recommendations back into their own organisations and ensure that these are supported through the relevant approval processes where action is required. There is a strong commitment from partners to provide the appropriate staff to play an active role on the Boards.

3.6.16 One of the key reasons Area Panels were established as council committees, was their responsibility for approving any project funding applications received through Area Partnerships. However, under the new model, Localities would not have this budget to spend, removing the need to formally approve and oversee project funding. Instead, the focus would be on using any available funding in a more effective way to deliver strategic change, focused for example on activity or service redesign that will address multiple priorities in the Locality Plans.

Locality Plans

3.6.17 Locality Partnership Boards would be responsible for annually developing and owning a Locality Plan for their area. These Plans should reflect the elements of the overarching Walsall Plan that relate to that area (informed by 'top down' strategic intelligence – as set out in section 3.5) but also bringing in community-informed intelligence from 'bottom up' local engagement. Input from Elected

Members will be key to informing these Locality Plans, which should have regard to the concerns that are shared with ward members. Partner board members will ensure that the Plans are informed by local intelligence and engagement held within their own organisations, and that wherever possible the priorities in the Plans are then reflected in any of their higher-level strategic plans. This is similar to the current remit of Area Panels, whose role includes agreeing Partnership Area Plans. However, it is envisaged that the changes made will provide increased shared ownership of locality plans by both the council and its partners, with the Locality Partnership Boards increasing partners' accountability for delivery.

Role of Elected Members

3.6.18 Members have a vital role to play in any locality model, as the democratically elected representatives of the wards and communities that make up each Locality. Following a discussion with Group Leaders on 26th April 2017, it was agreed that all members should therefore be consulted on the proposals for the new model. A formal consultation was conducted by writing to all councillors and providing them with the information contained within the body of this report and asking for feedback. The issues that it was suggested members might wish to consider were:

- What do you think the role of the Locality Partnership Boards should be and how should the council support that role?
- What role do you think elected members should have in relation to the Locality Partnership Boards?
- How do you think ward councillors should interact with the Locality Partnership Boards?
- How do you think partners and the council should be held to account in the new locality model?
- Are there any comments/suggestions you wish to make in respect of the actual structure of the Locality Partnership Boards, including for example size of membership, composition, frequency of meetings and voting rights?
- What work if any should take place outside of the Locality Partnership Boards?
- What roles do you think the Partners should play in Locality Partnership Boards?
- Any other comments on the revised Locality Delivery Model overall

3.6.19 The consultation period runs from the 28th April 2017 until 5pm on 10th May 2017. Therefore, it has not been possible to include a summary of members' responses in this report. Instead, an update will be provided at the Cabinet meeting on 18th May 2017, including whether any amendments to the recommendations should be made as a result of the consultation. All of the feedback received will be taken into consideration in the development of the Locality Delivery Model going forward.

3.6.20 As the democratically elected community leaders representing the wards that make up each of the four Localities, councillors will inevitably need to play a key part in the new Locality Partnership Boards. However, the increased size of Localities now includes up to seven wards and 21 councillors – and if all have a

place on Locality Partnership Boards, along with other partners and community and voluntary sector representatives, there is an inevitable concern that this could lead to an unworkably large membership. Crucially, members' role in the Locality Delivery Model should be seen as less about casework, and more about strategic oversight and performance management. It is accepted however, that where there are strategic issues that arise in wards, there will need to be a mechanism to ensure that those issues can be considered by the Locality Partnership Board.

3.6.21 By not establishing Locality Partnership Boards as council committees, it will widen accountability for the delivery of Locality Plans to all partners. It also acknowledges that successful partnership working can only be achieved when all partners recognise that they have an equally important role to play. Determining Board membership need not be bound by a 'one size fits all' approach to all four areas – but could instead acknowledge local distinctiveness and difference. Representation on Boards may also recognise that a standard number of elected members per Locality, one per ward, % by party etc, might work differently in Localities with a very diverse political mix than in those that are more politically homogenous.

3.6.22 It is essential to reinforce that the role of Elected Members on Locality Partnership Boards will be to represent ongoing issues that affect the Locality as a whole (or significant parts of it), and which require a partnership-wide response – rather than issues confined to their own ward, or those issues which can be dealt with by a single service or agency. Mechanisms for wider Member involvement may vary between Localities. However, this could potentially be achieved through regular Ward Forums, or an annual event for each Locality at which all local Elected Members could:

- Select their representatives to sit on the LPB
- Look backwards: review progress made over the previous year against priorities in the Locality Plan / Walsall Plan
- Look forward: agree locality-wide priorities to put forward for inclusion in the next Locality Plan

3.6.23 As the partnerships and the way the Council works with its partners is an executive function, the Portfolio Holder for Change will have a crucial part to play in the efficient and effective role of the proposed Locality Model and in driving it forwards. The Agenda for Change portfolio covers collaboration with partner agencies around issues relating to proposals for new area arrangements, so inevitably has a key role in shaping the new Locality Delivery Model and overseeing its successful implementation and development. As the model is embedded, other portfolios will begin to play a greater part; in particular, this applies to the portfolio holder for Community, Leisure and Culture, with responsibility for area co-ordination, community engagement and consultation, community associations and the voluntary and community sectors.

Role of Locality Managers

3.6.24 The detail of the merger of Area Partnerships and the Town and District Centre Management teams, including comprehensive role descriptions, is outside the scope of this report. However, it is envisaged that the new structure will include Locality Managers, whose role will include acting as a conduit between the

operational Locality Panels and the strategic Local Partnership Boards in their area. Councillors will be kept informed of any changes to the structure and support offered by Locality Managers. By attending both sets of meetings, they will gain valuable understanding of the types of tasking issues commonly arising through the operational meetings – reporting these into the strategic meetings in such a way that this intelligence informs Locality Plans, and where necessary results in partners taking forward realignment of resources or redesign of service delivery.

- 3.6.25 Locality Managers will provide key support to the boards, for example by providing reports, tracking actions, and ensuring Locality Plans are delivered. Their support will have the benefit of being informed by their day-to-day knowledge of their Locality's issues and their ongoing engagement with partners and the community. Democratic Services could support the Locality Panels, as they would no longer need to resource support to the six Area Panels, focusing their expertise on helping to ensure the new arrangements are successful.

Strengthening Community Engagement

- 3.6.26 Elected Members have already recognised the vision of creating a vibrant and sustainable voluntary and community sector (VCS) and the vital role this could play in the Borough. Partner funding for VCS capacity-building has been secured from Walsall Council, the Clinical Commissioning Group and Visionary Investment Enhancing Walsall (VIEW). This Locality Delivery Model is therefore complementary to the ongoing review of the Council's relationship with, and funding of, Walsall's VCS. Crucially, the re-launch of Walsall Voluntary Action as 'One Walsall' includes alignment to the same four Locality geography, with local relationship managers covering the locality footprint. This will be a key element in ensuring the VCS is appropriately represented as the Locality Delivery redesign goes forward, and will provide a mechanism for community views to be articulated within the Locality Plans.
- 3.6.27 As the intertwined strands of the Locality Model and VCS Review progress, there will be a need to ensure that we develop community engagement techniques that enable the voice of a range of communities to be heard. The Locality Board environment must appeal to a cross section of the public if they are to achieve the goal of self-sustaining and resilient communities. Mechanisms of public involvement might vary between Localities, and a 'one size fits all' approach is unlikely to work; One Walsall could help with developing creative, community-owned meetings and engagement process.
- 3.6.28 It is important to emphasise that Locality Boards will not be the only (or even necessarily the primary) route for community engagement at a local level. Rather, the Boards' roles will be a strategic one in ensuring local voices are heard and reflected in the Locality Plans. They will be key to driving engagement within their areas, including developing and owning action plans that make certain the Community Engagement Strategy and Community Cohesion and Integration Strategy are taken forward.
- 3.6.29 It will be essential to build and maintain relationships between the community and partners in between meetings, not just relying on a meeting every quarter. Again, Locality Managers will have a crucial role to play in this. However, there could be learning and involvement from partners, such as Walsall Housing

Group, who have worked over time to build strong community links. An element of 'managing expectations' will be necessary, with staff empowered to say 'no' to demands they simply cannot meet, but supporting communities to address issues themselves where possible. The Active Citizen Fund, launched by the Office of the Police & Crime Commissioner (OPCC) last year, and managed jointly by Walsall College, Walsall Voluntary sector and Walsall Police has already identified a number of projects which will develop and sustain community involvement. The OPCC has given a similar funding commitment in 2017/18.

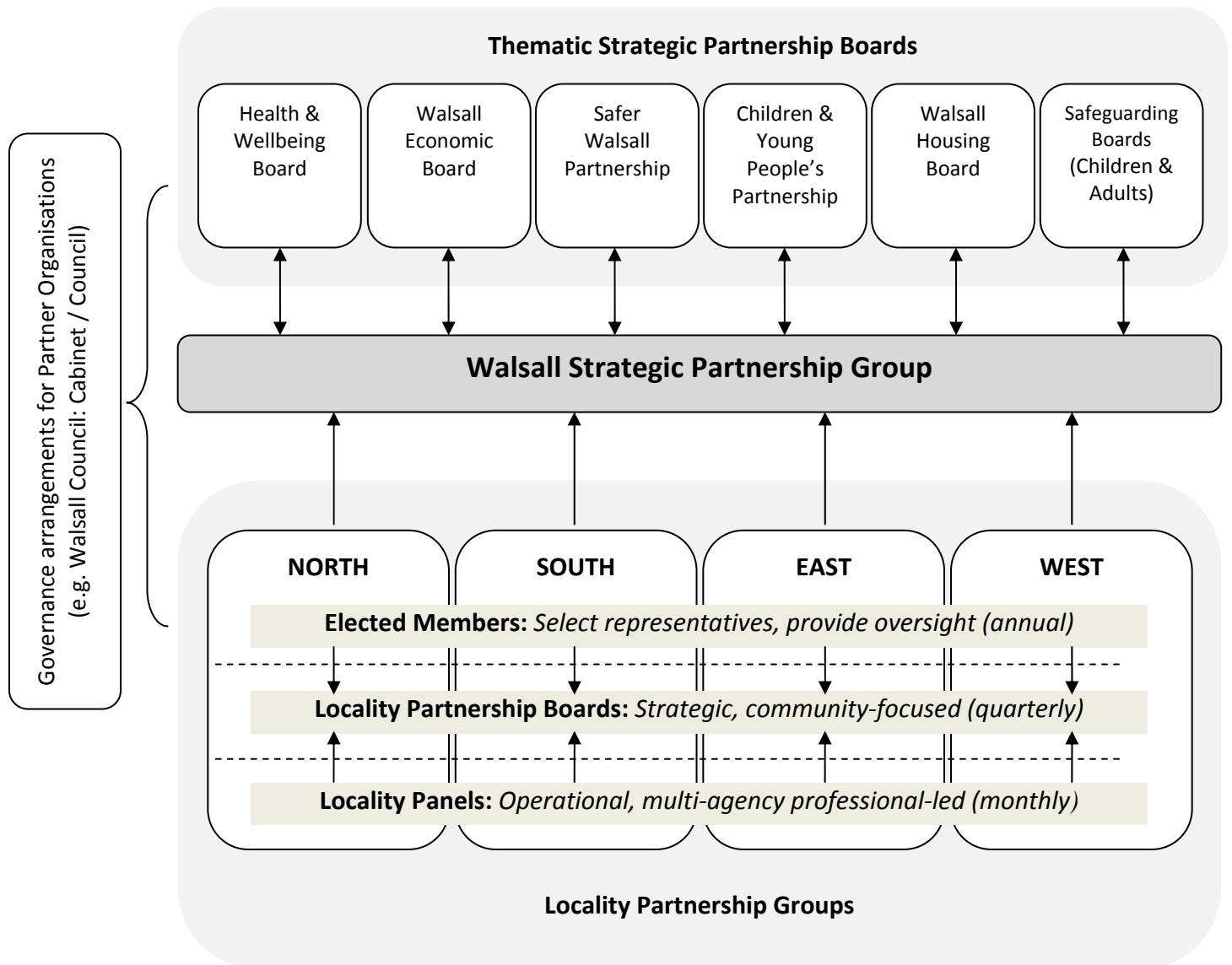


Figure 3: Overview of potential locality delivery model governance/reporting arrangements

Strategic Oversight: Walsall Strategic Partnership Group

3.6.30 The Locality Panels will deliver outcomes against the range of priorities defined in the Walsall Plan, accountability and ownership of which is shared amongst the key Strategic Boards. A mechanism is needed for Localities to report on their progress in a way that does not create an onerous reporting burden, and also allows cross-locality and cross-thematic issues to be identified. Opportunities for

joint work across localities, and the sharing of good practice between areas, need to be acknowledged to prevent duplication.

3.6.31 Walsall Strategic Partnership Group (WSPG) currently has representatives drawn from all key Strategic Boards. Having oversight of all four Locality Panel outcomes, reported quarterly, would therefore allow WSPG to build up a complete thematic and geographical overview of progress against shared priorities in the Walsall Plan. This would also provide a route for issues raised at Locality level to be fed back into the relevant Strategic Boards by the Leads sitting on WSPG, without the need for each Locality to report individually to each Board.

3.6.32 However, as WSPG was initially established with a specific remit to deliver a defined set of actions, its Terms of Reference would need to be updated to incorporate this reshaped role. Membership would also need to be reviewed, with representatives endorsed by Strategic Boards.

3.6.33 Local Authority oversight could be in the form of 6-monthly updates on progress against Walsall Plan and Locality Plan priorities to Cabinet or relevant Scrutiny Panels, recognising that other Partners may also need to report back in a similar way through their own organisations' governance structures.

4. Council priorities

4.1 The new Locality Delivery Model will provide an opportunity to shape the delivery of the Corporate Plan (and the Walsall Plan) priorities at a local level. Locality Plans will be developed to reflect the elements of the Corporate Plan as they relate to each area. These Locality Plans will be informed by 'top down' strategic intelligence, while also bringing in community-informed intelligence from 'bottom up' local engagement, to address inequalities and secure better outcomes for Walsall's vulnerable individuals, families and places.

5. Risk management

5.1 There is a risk that if Council do not approve the dissolution of the current six Area Panels, these would remain in place into 2017-18, while partners have already moved to the new four Locality arrangements. This would require additional resources to support both arrangements, which could not be met. This could delay full implementation of the new Locality Delivery arrangements, meaning benefits from the new model are not realised. Significant delays might undermine the goodwill and enthusiasm for this new way of working that currently exists among our partners.

6. Financial implications

6.1 There are no specific financial implications arising from this report.

6.2 There will be no savings arising from dissolving Area Panels, as the money allocated to them was from reserves and therefore unbudgeted. Any savings for Democratic Services potentially arising from ceasing support to Area Panels would be retained to provide support to the new delivery model arrangements.

7. Legal implications

- 7.1 Walsall Council's Constitution will need to be amended to reflect the new arrangements.

8. Procurement implications

- 8.1 There are currently no procurement implications arising directly from this report.

9. Property implications

- 9.1 There are currently no property implications arising directly from this report.

10. Health and wellbeing implications

- 10.1 Locality working will be the mechanism through which high level strategic priorities for the borough play out at a local level. The Strategic Partnership's priorities for Walsall are currently being developed in combination with a refresh of the Borough's Health and Wellbeing Strategy, which will explicitly refer to the role of integrated locality working. The revised *Walsall Plan: Our Health and Wellbeing Strategy 2017-2020* incorporates Marmot principles and reflects a life course approach.

11. Staffing implications

- 11.1 There are no significant staffing implications arising directly from this report. However, as the Locality Model becomes more embedded, individual services may find it advantageous to align staffing arrangements to the new four Locality geographical footprint. Some services (such as Early Help) already operate to these boundaries, so the impact would be minimal. Area Partnership and Town and District Centre Management teams are currently undergoing a restructure – and the need to effectively support Locality working is a consideration in these proposals.
- 11.2 There are more likely to be staffing implications if Cabinet (or Council) does not agree that the six Area Panels be dissolved. For example, there will no longer be an Area Manager to support each Panel, presenting an additional burden on the Locality Managers who would potentially have to support two Area Panels. Any alternative structure to Area Panels that leads to more than the current six council committees would have staffing implications for Democratic Services in trying to service additional meetings that go over and above the current requirements.

12. Equality implications

- 12.1 The four locality footprint was developed with a consideration of the diversity across the borough. And the revised delivery model will support identification and articulation of local priorities that better reflect the diversity of local areas and communities and their differing needs. Intelligence produced to support this process, and monitoring of delivery against Locality Plans, would allow for an improved assessment of equality impacts.

13. Consultation

- 13.1 Partners have played an important role in shaping the Locality Delivery Model, from the outset. Consultation with officers from across directorates, and with partners representing a wide variety of public, private and voluntary sector organisations, has been conducted through discussions at Borough Management Team, Walsall Strategic Partnership Group, and the various Thematic Boards.
- 13.2 Following a discussion with Group Leaders, a formal consultation was undertaken with all elected members. This provided them with the background to and proposals for the Locality Delivery Model, and in addition to general feedback, specifically sought their views on the Locality Partnership Boards and councillor engagement. The deadline for consultation responses did not allow for comments to be included in this report. Instead, a summary of responses, and any amendments to the recommendations arising as a result, will be provided to Cabinet. Feedback from the consultation will also be taken into consideration in the development of the Locality Delivery Model going forward.

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