

Y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol

Lleoliad:
Ystafell Bwyllgora 2 – y Senedd

Dyddiad:
Dydd Mercher, 2 Hydref 2013

Amser:
09:30

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



I gael rhagor o wybodaeth, cysylltwch â:

Leanne Hatcher
Dirprwy Glerc
02920 898147
pwylgor.CCLl@cymru.gov.uk

Agenda

Cyfarfod cyn y prif cyfarfod – preifat (9.30 – 9.45)

Yn ei gyfarfod ar 26 Medi, penderfynodd y Pwyllgor wahardd y cyhoedd o ddechrau'r cyfarfod hwn yn unol â Rheol Sefydlog 17.42.

1 Blaenraglen waith: Ystyried ymchwiliadau posibl yn y dyfodol (09:45–10:00)

2 Ymchwiliad i Addasiadau yn y Cartref: trafod ymateb y Gweinidog (10.00–10.15)

Sesiwn gyhoeddus

3 Cyflwyniad, ymddiheuriadau a dirprwyon

4 Cynnydd o ran cydweithio gan lywodraeth lleol: sesiwn dystiolaeth y Ganolfan Craffu Cyhoeddus (10.15–10.55) (Tudalennau 1 - 6)

- Tim Gilling, Dirprwy Gyfarwyddwr Gweithredol

- Rebecca David–Knight, Rheolwr Rhaglen Craffu Cymru

Egwyl 10.55–11.10

5 Cynnydd o ran cydweithio gan lywodraeth lleol: Sesiwn dystiolaeth y Ganolfan Ymchwil Llywodraeth Leol a Rhanbarthol, Ysgol Fusnes Caerdydd (11.10–11.50) (Tudalennau 7 - 14)

- Dr Tom Entwistle
- Dr Rachel Ashworth

6 Cynnydd o ran cydweithio gan lywodraeth lleol: Sesiwn dystiolaeth Swyddfa Archwilio Cymru

- Huw Vaughan Thomas, Archwilydd Cyffredinol Cymru
- Alan Morris, Cyfarwyddwr Grŵp—Archwilio Perfformiad
- Huw Rees, Rheolwr Archwilio Perfformiad

Communities, Equality and Local Government Committee

CELG(4)-25-13 – Paper 1

The Centre for Public Scrutiny

Inquiry into Progress with local government collaboration

This submission draws on our thinking about transparent, inclusive and accountable public services; our experience of developing policy and supporting successful practical programmes; and our work with councils and partners. The submission focuses on the aspect of the inquiry relating to 'models of governance and accountability adopted when collaboration takes place'. Whilst we touch on some general principles for collaborative arrangements we focus mostly on the contribution of council scrutiny to good governance. We are happy to give oral evidence to expand on our thinking.

Key messages

- new ways of improving outcomes for people and communities and securing better value are important – but collaborative arrangements need to be built on principles of accountability and scrutiny right at the start
- transparency, involvement and accountability are key principles that can help establish culture and values rather than set up bureaucratic structures and processes
- scrutiny of strategic vision for collaboration and scrutiny of outcomes delivered through collaboration are important – there is no 'formula' for success but considering common principles can help establish appropriate arrangements in the local context
- there are examples from Wales and England that illustrate the benefits and challenges of joint scrutiny and scrutiny of collaborative arrangements
- there are approaches that councils can take to overcome some of the tensions inherent in collaborative or joint scrutiny

About CfPS

CfPS (an independent charity) is a leading organisation for ideas, thinking and the development and application of policy and practice to promote transparent, inclusive and accountable public services. We support individuals, organisations and communities to put our principles into practice in the design, delivery and monitoring of public services in ways that build knowledge, skills and trust so that effective solutions are identified together by decision-makers, practitioners and people who use services.

We work across national and local government and we support councils, partners and others individually and collectively through published guidance, events and our network of expert advisers. We think public services should be transparent, inclusive and accountable. In the context of collaborative working in Wales these principles should be applied to ensure that:

- commissioners and providers understand and respond to the needs and aspirations of local people
- accountability and scrutiny arrangements are integral to designing and delivering collaborative arrangements
- councils are supported to develop approaches to scrutiny that add value to collaboration

Why transparency, involvement and accountability are important

Leaders and organisations building a culture based on these principles are more likely to demonstrate themselves as credible to people who use services and communities. The Centre's 'Accountability Works for You' framework¹ can help leaders and organisations to better reflect our thinking about good governance. Acting in transparent, inclusive and accountable ways means working with different people in different ways – for example citizens, people who use services and elected representatives. Our four mutually reinforcing principles of good scrutiny can support collaborative commissioning and delivery arrangements to embrace:

- constructive 'critical friend' challenge
- the voices and concerns of the public
- independent people taking responsibility for their role
- improvements in quality and outcomes



¹ <http://www.cfps.org.uk/publications?item=7142&offset=0>

Principles for collaborative arrangements

We think it is increasingly clear that the challenges faced by communities cannot be solved by any one organisation or by professionals and communities in isolation. Collaborative arrangements are increasingly recognised as a way of combining resources to tackle common challenges, whilst respecting the independence of local areas (for example health and wellbeing boards, Local Enterprise Partnerships and combined authorities in England).

We think the following principles (based on the Simpson report) are a helpful starting point when developing arrangements for collaborative working:

- shared understanding about vision and strategy
- fair funding based on benefits for participating areas
- monitoring operational performance and outcomes
- effective governance and oversight embracing independent scrutiny
- service users at the centre, including redress when things go wrong

Our own evidence about governance, accountability and scrutiny led us to develop our “Accountability Works for You” framework to help leaders and organisations address culture and values based on principles of transparency, involvement and accountability rather than immediately focusing on structures and processes. These principles can be applied to collaborative working in the following ways:

- Transparency – open and evidence-based approach to decision making and clarity about performance and outcomes
- Involvement – participation across the collaborative area to capture a range of data and information to build insight about views and aspirations
- Accountability – demonstrating credibility, recognising scrutiny as a crucial part of collaborative arrangements

Because our framework links outcomes to culture and values rather than structures and processes it helps people to focus on assessing risks and improving services rather than simply measuring process data. We think the principles in the framework can support collaborative arrangements in Wales.

Principles for scrutiny of collaborative arrangements

Our experience is that effective scrutiny of both individual and collective partners across areas is crucial to the transparency, effectiveness and accountability of collaborative arrangements. Models of governance and accountability that recognise the opportunities and barriers to scrutiny of collaborative arrangements provide an opportunity to manage limited resources by sharing scrutiny work with others around common interests. They are also a way for commissioners and deliverers to invest in scrutiny and accountability in a way that adds value to governance and outcomes. In this way, accountability and scrutiny of collaborative arrangements become something that is a shared, integral part of planning and delivering services – not something that is regarded as additional, bureaucratic red tape.

Further evidence on this is set out in our policy briefing about “sub-regional and supra-local scrutiny”.²

Our thoughts about the implications of collaboration for council scrutiny in Wales are set out in our policy briefing about “regional collaborative areas in Wales”³. We think that scrutiny arrangements will need to reflect the context in different areas and that there is unlikely to be a single formula that delivers success without at least a common understanding between executive and non-executive councillors right from the start, recognising there are two dimensions to scrutiny of collaborative arrangements – firstly, scrutiny of the rationale for collaborative arrangements and secondly scrutiny of performance and outcomes from collaborative arrangements. We think that adopting some common principles will help build credible local arrangements and having a clear understanding about existing partnerships and related scrutiny arrangements will help to co-ordinate scrutiny work and avoid duplication.

But we know scrutiny of this kind is not without its challenges and practice in Wales is developing. Councils in England are also adapting to greater collaborative arrangements for planning and delivering services – for example through the introduction of health and wellbeing boards, Local Enterprise Partnerships, combined authorities and shared service arrangements such as the tri-borough partnership in London. Joint arrangements to scrutinise proposed changes to healthcare services have been operating in England for 10 years, so there is learning about practice that can be shared to raise confidence and ambition in Wales. We think the key challenge for scrutiny is to balance the strategic aspects of collaboration (culture and values across collaborative areas) and the operational aspects of collaboration (outcomes and citizen experience in local areas). Scrutiny needs to add value to both these aspects.

How scrutiny of collaborative arrangements has developed

The Welsh Government is committed to collaborative working as a way of improving public services and using limited resources effectively, alongside governance arrangements to make collaboration accountable. The framework for achieving effective council scrutiny of collaborative arrangements includes:

- powers for councils to form joint scrutiny arrangements through the Local Government (Wales) Measure 2011.
- Regional Collaboration Fund applications provide opportunities to demonstrate arrangements for effective scrutiny and appropriate challenge of outcomes in an open and transparent way.
- support for joint scrutiny through the Scrutiny Development Fund.
- the Wales Audit Office Improvement Study has provided opportunities to reflect on scrutiny practice through peer learning.

²

http://www.cfps.org.uk/domains/cfps.org.uk/local/media/downloads/2012_03_21__sub_regional_scrutiny_draft_2.pdf

³

http://www.cfps.org.uk/domains/cfps.org.uk/local/media/downloads/2012_07_20__wales_pb_final.pdf

- support from CfPS through its Cardiff office and expert adviser team to help councils tackle the developing collaborative agenda, linking to other aspects of support and commentary on scrutiny (for example the WAO, statutory regulators, WLGA and Cardiff Business School).

We believe that an important way forward is to share learning from existing scrutiny arrangements. Some examples from Wales are:

- Prosiect Gwyrdd – Caerphilly, Cardiff, Monmouthshire, Newport and Vale of Glamorgan
- NHS Procurement - Newport and Caerphilly
- Framework for Partnerships - Denbighshire
- Central South Consortium Education - Cardiff, Bridgend, Vale of Glamorgan, Merthyr and Rhondda Cynon Taff

Some examples from England are:

- Greater Manchester Combined Authority
- Veterans' Health in the North East
- Severn Estuary Scrutiny Commission
- Yorkshire and Humber Joint Health Scrutiny Committee

These examples from Wales and England illustrate that scrutiny is able to tackle a diverse and complex agenda, often responding to issues and arrangements that cover very different geographical footprints. In Wales, for example, arrangements for children's safeguarding are different from those for school improvement.

We think these examples highlight the significant opportunities for scrutiny to add value to collaborative arrangements but the practical challenges of scrutiny of this kind should not be underestimated, especially when considering how to respond to scrutiny's emerging broader powers to encompass the wider public sector (for example through scrutiny of 'designated persons'). We are happy to expand on these aspects in oral evidence.

We think that Cardiff Business School's evaluation of practice and potential in the developing culture of collaborative scrutiny will be helpful in developing support for councils to resource and carry out scrutiny of collaborative arrangements well. Although practice may have developed since the time of the original research, we need to continue to win hearts and minds to the cause of collaborative scrutiny by clearly demonstrating that it is an effective way of adding value to the outcomes for people across wide areas. The Wales Audit Office Improvement Study has identified the opportunity to develop some 'characteristics of scrutiny' and we are working with the WAO and practitioners to co-produce these. We think that describing characteristics of scrutiny in a practical way can help bridge gaps between theory, expectations and practice of scrutiny.

Building effective scrutiny

The way public services are planned and delivered is changing, often radically, as governments and organisations look for ways to improve outcomes for citizens in ways that secure better value. We think that effective scrutiny can help ensure that services remain focused on the social value they add to people's lives rather than just financial cost. But we think there is a risk that the proliferation of partnerships and collaborations may leave councils struggling to identify responsive scrutiny arrangements at a time when resources for scrutiny are tighter than ever before. There may be a role for the Partnership Council to look at this aspect through the Compact for Change.

We have identified some examples of joint and collaborative scrutiny earlier in the submission – these show what scrutiny can achieve but we recognise that there is no easy formula for success. Shared understanding about common principles and characteristics can help, but alignment of cultures, expectations, roles and practice can still be hurdles to overcome. Keeping a focus on citizens or framing scrutiny around 'are decision-makers doing what they said they would do?' can be ways to overcome tensions.

Joint or collaborative scrutiny is a power not a duty and resources are tight. Regulators and auditors expect scrutiny to be adding value to council performance and joint or collaborative scrutiny needs to find a balance between the contribution it makes to tackling common challenges over wide areas and the difference it makes to people's lives locally. Focusing scrutiny on stages of the 'commissioning cycle' or adopting a 'life course approach' to scrutiny can help councils identify where the balance might lie in their context.

Scrutiny of Local Service Boards, shared services and forthcoming 'designated persons' risks adding complexity to the scrutiny landscape. The Scrutiny Development Fund can help support new ways of working (for example developing joint education scrutiny arrangements) but the practical support needs at a local level need to be recognised. A consistent finding from our annual surveys of council scrutiny practice has been that dedicated resources tend to result in more effective scrutiny. This is especially relevant in the context of joint or collaborative arrangements where good co-ordination is important.

Conclusion

We have tried to make a positive submission to the Committee's call for evidence, illustrating the benefits of accountability and scrutiny as an integral part of the governance of collaborative arrangements in general and using some examples to illustrate how councils are responding to the challenges of scrutiny in a rapidly changing landscape. Working together with councils, national bodies, academia and the Welsh Government we think our support programme can help councillors and officers tackle the challenges of scrutiny in ways that become sustainable over time. We are happy to provide oral evidence on any of the aspects in this submission.

Rebecca David-Knight (Programme Manager – Welsh Scrutiny Support Programme) and Tim Gilling (Deputy Executive Director) - September 2013

Communities, Equality and Local Government Committee

CELG(4)-25-13 – Paper 2

Cardiff Business School

Inquiry into Progress with local government collaboration

Introduction

We are grateful for the invitation to submit evidence to the Committee on the progress of the local government collaboration agenda. This short note draws together our recent work on collaboration conducted as part of the evaluation of local government policy commissioned by the Welsh Government with key findings from our latest research on the practice and potential of collaborative scrutiny in Wales.

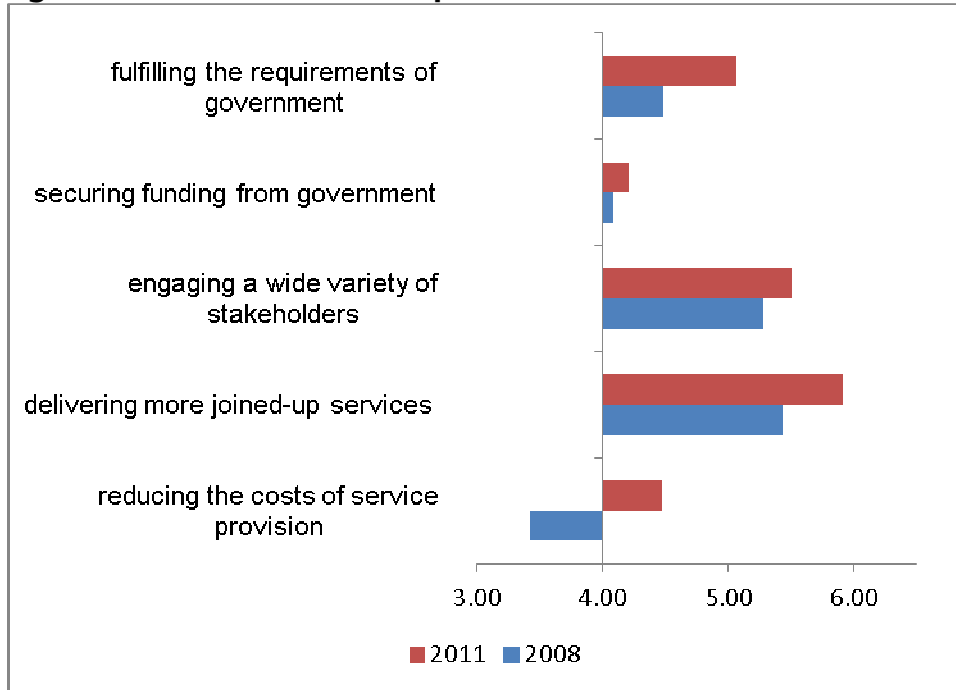
We have arranged our evidence over four sections. First, we use recent survey data to paint a picture of the nature of local government partnership activity describing its focus; key partners and characteristics. Second we consider questions about the scale and impact of partnership working. Third, we look at the governance and accountability of these arrangements before concluding with a summary of our evidence.

We do this from a presumption that partnership working – both between local authorities and with a range of other agencies – is both an inevitable and desirable feature of contemporary public management. It is impossible to conceive of an administrative arrangement which would negate the need for collaboration across boundaries. The issue is not whether Welsh local government should work in partnership but how effectively it is managing the process.

The Focus of Partnership Activity

In surveys of approximately 200 senior officers and elected members across Welsh local government, conducted in 2008 and 2011, we asked our respondents to report on their experience of partnership working. Figure 1 suggests that joining-up and stakeholder engagement are seen as more of a priority than reducing cost.

Figure 1 The Partnership is Focused On

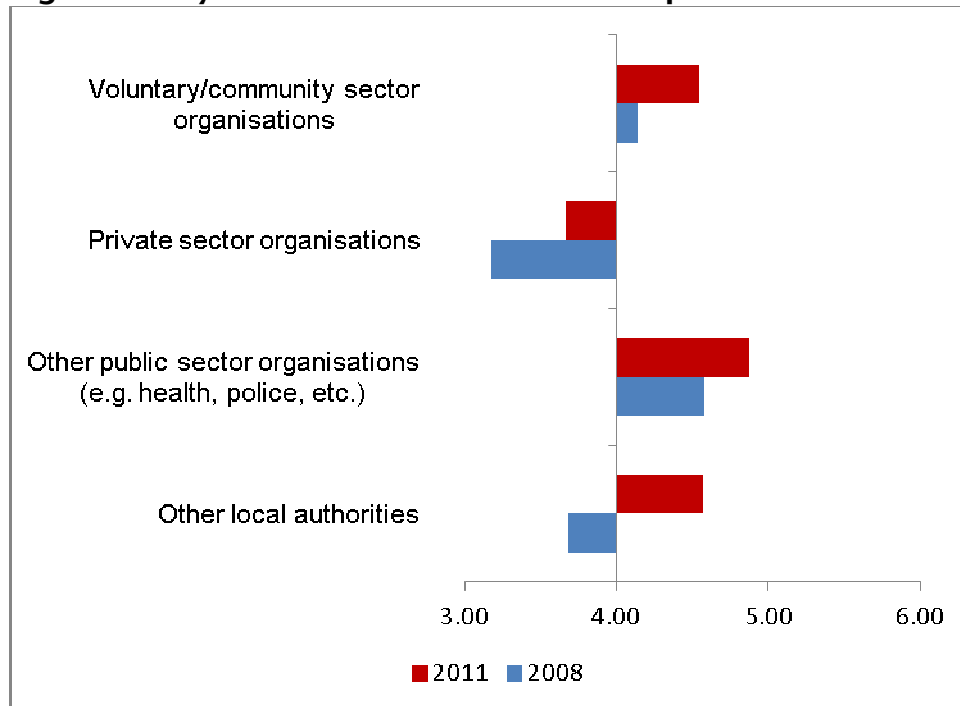


Source: LTI surveys 2008 and 2011; Scale: 1 strongly disagree; 7 strongly agree

There is clear evidence, however, of an important change in the perceived emphasis of partnership activity over time. While joining up and stakeholder engagement remain as important as in 2008 – presumably reflecting both the very different economic environment and the higher political profile of the partnership agenda – there is a marked increase in the percentage of respondents reporting a focus on reducing costs (57% in 2011, compared to 34% in 2008).

Figure 2 suggests that changes in the focus of partnership activity over time are matched by an increase in the proportion of respondents who rated other local authorities as key partners (up from 45% to 60%). Working with other local authorities promises perhaps the best chance of unlocking economies of scale. There was also a small but statistically significant increase in the proportion who said that they were working in partnership with the private sector. This too is consistent with a greater emphasis on cost reduction, since working with contractors is often seen as a strategy for improving efficiency (Figure 2).

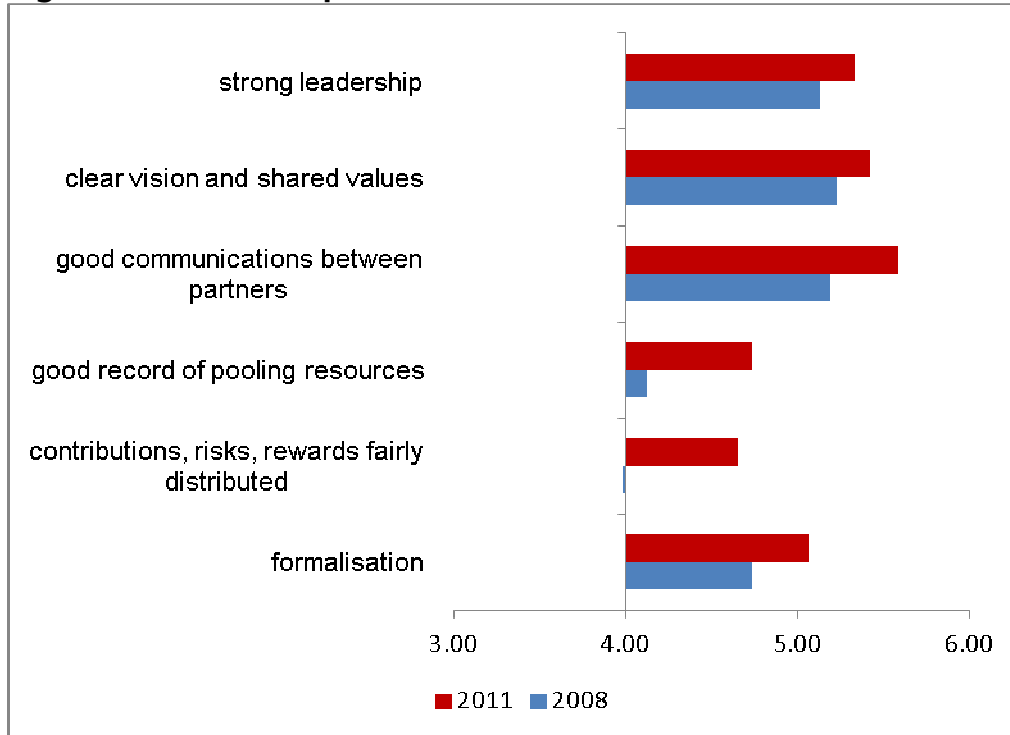
Figure 2 Key Members of the Partnership



Source: LTI surveys 2008 and 2011; Scale: 1 strongly disagree; 7 strongly agree

Changes in the focus of partnership activity and the rating of key partners track into changes in partnership characteristics. Between 2008 and 2011 there were statistically significant increases in responses the fair distribution of ‘contributions, risks and rewards’ and ‘good record of pooling resources’ questions, both of which might be regarded as markers of the search for efficiency savings.

Figure 3 Partnership Characteristics



Source: LTI surveys 2008 and 2011; Scale: 1 strongly disagree; 7 strongly agree

In summary, our survey evidence suggests that in 2011 respondents perceived partnership working to be more focused on the efficiency agenda than was the case in 2008. Respondents were not however just paying lip service to the efficiency agenda. Changes both in their rating of key partners (other local authorities), and the nature of their reported collaborative behaviour (equality of contributions and pooling resources) are consistent with collaborations focused on the pursuit of efficiency.

Impact of Partnership Working

While our data suggest that partnership working is adapting over time in ways which seem appropriate to a more challenging environment, they do not tell us anything about the scale of partnership activity.

Four of our case studies do however shed some light on the scale question: two on Local Service Boards; and one each on Regional Transport Consortia and partnership working in North Wales. All of these cases were chosen precisely because they are, in their different ways, at the forefront of the collaboration agenda: Local Service Boards are intended to encourage local authorities to work with other agencies within the area; the transport consortia emerged from the requirement to introduce regional transport planning; while North Wales was recommended to us by our steering group as a region at the forefront of the collaboration agenda. All four case studies suggest the same story. Collaboration, although largely positive, has to date

only been realised on a very small scale and, as a result, has had only a modest impact.

As reported in our transport planning case study, the regional consortia employ only one or two people largely using fixed term funding provided by the Welsh Government. Our North Wales case study, found that the new school advisory service in North Wales will employ 30 people, while the new commissioning hub will have a staff of three. Local Service Boards typically employ a partnership manager or co-ordinator and require other participants to combine Local Service Board work with their existing 'day jobs'. These figures are in contrast to the thousands of employees maintained by the larger local authorities in 'mainstream activities'. If the number of employees can be taken as indicative of the scale of collaborative activity – and where collaboration is focused on the efficiency agenda we think this is indeed a reasonable measure – then partnership working in Wales is, after more than 10 years of encouragement from the Welsh Government and the WLGA, still of only marginal significance.

Of course the number of employees is not the only, or necessarily the most appropriate, measure of partnership activity. It may be more helpful to look at the amount of money channelled to or through collaborative structures. Although employing only few people, the commissioning hub in North Wales will be responsible for the deployment of a significant amount of funding to procure specialist services. Similarly, the transport consortia play an important part in allocating large sums to member authorities and private construction partners. A measure of the flow of money through partnership-type bodies may, therefore, give a more positive account of the scale of partnership activity. It could be argued, however, that the real currency of collaborative activity in which officers and councillors exchange intangible resources through ad hoc meetings, telephone conversations, email and social media – resists all attempts to measure it. While the networking is virtual, the outcomes in terms of improved performance might be very real. The picture of Welsh partnership working provided by our surveys and case studies is predominantly one of networking and information exchange rather than resource sharing and cost saving. More crudely expressed, partnerships still seem largely to be 'talking shops' rather than 'one stop shops'. This does not mean that they are not adding value and improving services. *We are clear that networking and information exchange do improve services.* Our point, however, is that to date, few partnerships have been established to employ people and provide services in their own name.

Governance and Accountability

There are a number of different forms of collaborative governance from completely informal coordination to joint boards and limited companies working at the regional or national level. While informal

information sharing between neighbouring authorities presents few challenges to local accountability, the very arrangements which are good for economies of scale and scope – lead authority, joint board etc – present a number of challenges of governance and accountability. In this way, whilst there is a general consensus that collaboration is an effective mechanism for the strategic planning and provision of public services, equally, there is widespread agreement that collaborations across the UK lack appropriate and sufficiently robust accountability structures and mechanisms. Joint working between local authority overview and scrutiny teams has been widely proposed as the ideal solution to this accountability problem, both in England (see for example, joint scrutiny of LEPs (Local Economic Partnerships)) and in Wales.

A recent study we conducted for Welsh Government was focused on identifying the extent and nature of collaborative scrutiny conducted to date in Wales, whilst also determining the factors that facilitate or impede joint-working between authorities on scrutiny. Research data derived from five focus groups conducted in different regions of Wales between November 2012 and February 2013 highlighted some examples of the types of collaborative scrutiny already being undertaken. The data also provide a series of important insights into the perceived opportunities and threats associated with the collaborative agenda for public services.

Overall, the research indicates that collaborative scrutiny is slowly developing in Wales. There are some examples of joint collaborative scrutiny focused on key public services which has generated both individual and collective benefits for local authorities. It is important to note that several of the cases identified by the research were prompted by the Welsh Government's Scrutiny Development Fund which places a heavy emphasis on collaborative bids. These include projects which involved designing and delivering joint scrutiny training and also one which evaluated the impact of NHS procurement on the local economy. One further important example which developed independently of the Scrutiny Development Fund is the long-term scrutiny of Prosiect Gwyrdd – a partnership between Cardiff, Caerphilly, Newport, Monmouthshire and the Vale of Glamorgan. The focus here was a complicated procurement for the treatment of waste. The Prosiect Gwyrdd Joint Scrutiny Panel was established in December 2009 and comprised two scrutiny members from each of the five authorities. It conducted an inquiry into the health and environmental impacts of waste incineration which culminated in an influential report in the summer of 2012. It is important to note that whilst overall there were few cases of collaborative scrutiny which involved the instigation of formal joint scrutiny arrangements and inquiries, the research did reveal a high level of interaction, knowledge exchange and peer support between scrutiny teams – particularly at officer level – across Wales, facilitated by regional network arrangements.

In addition to identifying examples of collaborative scrutiny, the research also identified a range of barriers that act as impediments to further joint-working. On the basis of this evidence, in our report we suggested that collaborative scrutiny would be more feasible if a series of conditions could be put in place. These conditions include:

- A clearer specification of the accountability role that joint local scrutiny could perform in scrutinising collaborations and partnerships (versus inspectorates and regulators), and in particular further thought as to how elected members best contribute to this role
- The presentation of a clear rationale for joint/regional service delivery and regional scrutiny to elected members
- Further clarity on the governance and service delivery configurations of Welsh public services
- A digest of case studies and potential blueprints for scrutiny officers to employ
- Sufficient resource and capacity to deliver collaborative scrutiny
- Guidance to partnerships, consortia and other collaborations – and a strong reminder to local authority leaders, executive members and chief executives - on the importance of scrutiny
- Service and policy-specific training for members and officers.

Conclusions

Evidence from our surveys and case studies suggest local government is attaching increasing priority to the partnerships agenda. Furthermore, those partnerships are themselves increasingly alive to the importance of increasing scale and reducing cost.

These are exactly the changes that ministers would want. Our evidence also suggests however that the map of partnerships is predominantly one of small scale networking activity rather than ambitious service integration. While informal networking is good for the circulation of knowledge, it is ill-suited to the realisation of economies of scale and scope.

So while things do seem to be moving in the right direction, the pace of change is not perhaps consistent with the nature of the challenges facing Welsh local government. It is notable that the most advanced areas of collaborative activity, observed in both surveys and case study work, are in services which have been pushed in this direction by strong leadership from the Welsh Government (waste, transport, education and housing). In other services, inter-authority collaboration, as a policy, is relatively under-powered in comparison to other agendas pursued by the Welsh Government. Simply put, the existing system of local governance leaves the vast majority of local government officers and councillors with more important things to do than collaborate with each other.

Our evidence suggests that if the Welsh Government wishes to see more collaboration between authorities – together with the associated benefits – it will need to push that agenda much more strongly than is currently the case. The focus of collaboration will need to switch quite decisively from the ‘shall we or shan’t we’ debates of the last decade to a focus on the ‘what and how’ of regional and sub-regional service delivery.

Finally, we emphasise that it is imperative that collaborative arrangements between local authorities are underpinned by robust accountability structures and mechanisms at their inception. Joint scrutiny conducted between local authorities, such as in the case of Prosiect Gwyrdd, can fulfil a key role in representing the views of the public and holding collaborations to account. However, the evidence shows that effective joint scrutiny between authorities will be highly dependent upon an appropriate level of preparation, capacity and resource. Further, it is vital that local authority partners within collaborations demonstrate a clear commitment to principles of open, transparent and democratic governance and therefore are ‘open to scrutiny’ and accountability from the outset.

Y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol

CELG(4)-25-13 - Papur 3

Papur gan Archwilydd Cyffredinol Cymru i ymchwiliad y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol ar Gydweithio mewn Llywodraeth Leol

1. Ym mis Hydref 2011, roedd fy adroddiad *Darlun o Wasanaethau Cyhoeddus 2011*, yn cynnwys sylwadau ar faterion yn ymwneud â'r agenda gydweithio mewn llywodraeth leol. Efallai y byddai'n ddefnyddiol i'r Pwyllgor gyfeirio'n ôl at yr adroddiad hwnnw fel llinell sylfaen. Yng nghyd-destun yr heriau ariannol sy'n wynebu gwasanaethau cyhoeddus Cymru, canfu'r adroddiad fod cynghorau'n ymateb i bwysau cynyddol i gydweithio ond bod pryderon ynghylch llywodraethu ac atebolrwydd ac ansicrwydd ynghylch y manteision ariannol a'r manteision o ran gwasanaethau.
[Darlun o Wasanaethau Cyhoeddus 2011](#)
2. Fel yr amlinellais yn ddiweddar i'r Comisiwn ar Lywodraethu a Darparu Gwasanaethau Cyhoeddus, er bod gennyf rywfaint o bŵer dewisol i gynnal astudiaethau ym maes llywodraeth leol, mae Mesur Llywodraeth Leol (Cymru) 2009 yn gosod dyletswyddau penodol arnaf, gan amlinellu'r hyn y gallaf edrych arno a sut a phryd y dylwn adrodd ar berfformiad llywodraeth leol. O ran y llywodraeth ganolog a'r GIG, mae gennyf ddisgresiwn i gynnal archwiliadau o ba mor ddarbodus, effeithlon ac effeithiol y caiff arian cyhoeddus ei ddefnyddio ac mae'n resyn mawr, oherwydd materion yn ymwneud â chymhwysedd deddfwriaethol y Cynulliad, nad oedd modd i Ddeddf Archwilio Cyhoeddus (Cymru) 2013 gynnig cyfle i sicrhau cysondeb o ran y gwaith archwilio a wnafl, ac felly wella fy ngallu i gynnal adolygiadau o gydweithio sy'n croesi ffiniau'r sectorau.
3. Ar 26 Medi, rwy'n bwriadu cyhoeddi adroddiad cryno yn dwyn y teitl *Cynllunio ac Adrodd ar Waith Gwella Lleol*. Bydd yr adroddiad hwnnw'n nodi bod Adran 9 o'r Mesur yn rhoi'r pŵer i awdurdodau gydweithio, a bod adran 12 yn ei gwneud yn ofynnol i awdurdodau ystyried a fyddai cydweithio o'r fath yn eu cynorthwyo i gyflawni eu dyletswyddau gwella. Os felly, rhaid iddynt arfer y pŵer hwnnw. Noda'r canllawiau ategol na fydd awdurdod nad yw'n gwneud defnydd llawn a phriodol o gydweithio fwy na thebyg wedi cyflawni ei ddyletswydd gyffredinol yn ddigonol, hyd yn oed os bydd yn cyflawni'r rhan fwyaf o'i amcanion gwella a bod ei wasanaethau ei hun yn perfformio'n gymharol dda.
4. Bydd fy adroddiad yn nodi bod y gofyniad hwn i 'geisio' cydweithio yn agored i gael ei ddehongli'n eang iawn yn ogystal â'r cyfeiriad at 'ddefnydd llawn a phriodol o gydweithio'. Rwy'n rhannu pryder rhai o'r awdurdodau ynghylch y posibilrwydd o ddryswch ac ansicrwydd mewn perthynas â'r geiriad hwn ac yn credu ei fod yn llesteirio fy ngallu innau i ddod i gasgliad effeithiol ynghylch a yw awdurdodau wedi cyflawni eu dyletswydd gyffredinol yn ddigonol. Yn wir, mae tensiwn cynhenid rhwng awdurdod yn mynd ar drywydd cydweithio ag eraill sydd â'r potensial i sicrhau manteision net i'r cyhoedd a'r awdurdod unigol hwnnw'n ymatal rhag gwneud gwelliannau a allai fod wedi eu gwneud drwy beidio â chydweithio

neu gymryd risg ychwanegol. Er gwaethaf hyn, rydym wedi gweld tystiolaeth sylweddol o ymdrechion i gydweithio sy'n amrywio o ran ymrwymiad a llwyddiant.

5. Fel y dywed ein hadroddiad Darlun o Wasanaethau Cyhoeddus 2011, ac fel y pwysleisiais yn fy mhapur i'r Comisiwn ar Lywodraethu a Darparu Gwasanaethau Cyhoeddus, er mwyn gwella ar y cyd y canlyniadau i ddinasyddion, mae dadl dros sicrhau bod gwahanol sectorau sy'n gwasanaethu'r un boblogaeth yn cydweithio. Yn ymarferol, gall nifer y cyrff wneud y broses o gydweithio'n gymhleth. I Fyrddau lechyd, yn anochel mae datblygu perthynas strategol a gweithredol effeithiol gyda nifer o gynghorau yn eu hardal yn cymryd amser ac ymdrech. Un enghraifft dda yw Prosiect Eiddilwch Gwent, y cyfeiriwyd ato fel enghraifft o arfer da ers oddeutu 2007. Dengys ein hadroddiadau Asesiad Gwella lleol i gynghorau yn yr ardal fod y prosiect wedi cymryd yr amser angenrheidiol i roi trefniadau rheoli da ar waith. Bellach mae'r prosiect yn dangos y newidiadau angenrheidiol mewn ymddygiad a diwylliant i sicrhau gwell perfformiad mewn rhai meysydd. Yn ogystal ceir heriau i sicrhau nad yw cyfyngiadau ariannol mewn asiantaethau unigol yn cyfaddawdu amcanion ehangach y prosiect.
6. Fodd bynnag, mae'r achos dros gydweithio o fewn sectorau - rhwng cyrff sy'n darparu'r un gwasanaethau i boblogaethau gwahanol - yn wahanol ac yn dibynnu ar gydbwysio manteision yn erbyn costau a risgiau. Er bod cydweithio o'r fath yn gynhenid anodd oherwydd y gwahanol atebolrwydd, dengys enghreifftiau presennol ym maes rheoli gwastraff a thrafnidiaeth er enghraifft, nad yw'r heriau hyn yn anorchfygol. Serch hynny, mae angen amser ac ymdrech er mwyn i gydweithio ddwyn ffrwyth. Nodaf y swm sylweddol o amser y mae wedi'i gymryd i gyrraedd y cam o lunio achosion busnes o blaid cydweithio o dan adolygiad Simpson.
7. O ran agenda Simpson, efallai yr hoffai'r Pwyllgor gyfeirio at rannau o'r adroddiad a gyhoeddais ym mis Rhagfyr 2012 ar *Argyfyngau Sifil yng Nghymru* ac at y dystiolaeth a gyflwynwyd i'r Pwyllgor Cyfrifon Cyhoeddus fel rhan o'i ymchwiliad i'r un pwnc, y cyhoeddwyd y canfyddiadau mewn adroddiad ym mis Mehefin 2013.

[Argyfyngau Sifil yng Nghymru](#)

<http://www.senedd.cynulliadcymru.org/documents/s18859/Argyfyngau%20Sifil%20yng%20Nghymru%20-%20Gorffennaf%202013.pdf>