

**The Highland CPP**  
**Chief Officers Group – 13.8.15**

Agenda Item	10.
Report No	COG 21/15

**Prevention and Joint Resourcing**

**Report by the Head of Policy and Reform, Highland Council**

**Summary**

This report provides feedback to the COG on work underway in the CPP to improve our approach to prevention and joint resourcing.

**1. Background**

- 1.1 Our SOA Development Plan includes a commitment that we will:  
“Maximise the use of collective resources to achieve best outcomes, demonstrating a shift to prevention and the re-allocation of resources between CPP members where this represents best value.”
- 1.2 The group of officers involved in this work stream received approval from the Board to take this forward by taking stock of partners’ activity in two areas, so that recommendations could be made on how to improve. The two areas were:
  1. A geographic area - the Merkinch in Inverness
  2. A policy area – drug and alcohol services in a particular locality (TBI)
- 1.3 This report provides information on a recent workshop held in Merkinch as part of this work stream.

**2. Merkinch Workshop**

- 2.1 A partnership workshop was held in Merkinch on 12<sup>th</sup> June 2015. It was well attended by partners. The workshop output is attached at Annex 1. Those attending found it worthwhile with concerns that we stall and do not act upon it. (See appendix 2 of the annex for the evaluation). One participant’s feedback does resonate with the mood of the workshop that “Only by moving forward collectively in a different way might we make a difference.”
- 2.2 The workshop used dialogue to identify key insights about current practice. This does challenge how we should continue to operate in and with this community. It also highlights examples that demonstrate that we can be successful as a partnership when we change our approach to be jointly preventative.
- 2.3 Ideas emerging from the workshop relate to:
  - Addressing the gaps in our preventative approach –
    - disproportionately high levels of school leavers from Inverness

- High School without positive destinations;
  - not having a view of the total public resource being deployed in the area. If we could quantify that we could start to be more challenging and radical/creative on how to use it for better effect;
- Being honest about our track record on public engagement – it's not been effective, we have not listened well, it's too top down, it doesn't deal with our constraints, we've assumed it's a homogenous community. Ideas on how to change this approach and in partnership are listed on page 5.
- Ensuring HIE's contribution can be felt in the area (leadership and operations), with ideas listed on pages 5 and 6.

### **3. Next steps**

- 3.1 We need to act on the findings from the workshop. The group of officers tasked with this work stream are to meet following the workshop. Any additional feedback from the COG on the insights and ideas emerging would be helpful. In particular, could partners commit time to quantify their current resource in the area? Is that easy or quick to do given current accounting practice?
- 3.2 Other next steps will include:
- The group making recommendations on joint resourcing and prevention;
  - Consider how the Community Empowerment Act will affect this work stream, e.g. the requirement to develop locality community plans for areas where inequalities are greater;
  - Considering how best to engage with community leaders and activists to take this work stream forward.
- 3.3 The Scottish Government has asked for feedback from all CPP s on how they are progressing joint resourcing: what progress we feel we are making and any specific issues we find challenging. This will help them to understand the pace and nature of progress, and any areas where they might consider further action at national level. The COG is asked to confirm how it wants to respond.

### **4. Recommendation**

#### 4.1 The COG is asked to:

1. note the progress being made with the work stream relating to prevention and joint resourcing in Merkinch;
2. provide feedback on the key issues and ideas emerging from the workshop and the next steps identified;
3. confirm if partners can see value in committing time to quantify their current resource deployed in the area;
4. agree how it wants to respond to the request from Scottish Government on progress made on joint resourcing in Highland.

# Highland CPP: Prevention and Joint Resourcing Partnership Workshop

Merkinch Community Centre, 12 June 2015

**Present:** Bill Alexander, Carron McDiarmid, Scott Dalgarno, David Robertson, Jimmy Flint (Highland Council); Cathy Steer, Sandra MacAllister (NHS), Philomena de Lima, Roger Sendall (UHI), Mhairi Wyllie (HTSI); Fraser Nixon (SFRS); Martin Johnson (HIE); Kristin Scott, Nicola Tallach (SNH); Ross MacKillop, Anne Urquhart (Police Scotland); Keith Mackie (Scottish Canals).

**Apologies:** Derek Yule, Pablo Mascarenhas (Highland Council), Jennifer MacDonald, Gus MacPherson (Police Scotland); Deb Jones (NHS); Scott Hay (SFRS).

## Key insights and Emerging Ideas

1. The Merkinch area is not a homogenous community; different parts of the Merkinch have different socio-economic characteristics, varying levels of deprivation, different identities and attachments to place.
2. Tracking the impact of prevention approaches that are place-based is challenging for a variety of reasons, including a high turnover of population in some parts of Merkinch. We do not have a clear picture of the movement of people in and out of the Merkinch. However, some parts seem to have stability, with 3<sup>rd</sup> and 4<sup>th</sup> generations of families found (sometimes associated with council housing and those bought by tenants) and others where the population may change more often (private rented housing areas).<sup>1</sup>
3. It was feedback from a community event that some people living in the Merkinch area feel stigmatised by people from outside the area and by the public service providers. This, it was felt, reinforced feelings of low self-esteem and confidence, and disempowered people from engaging in activities that would facilitate a change in their communities. Our deficit approach contributes to this – focusing on what’s wrong in Merkinch. If we turned the question from ‘What’s the matter with Merkinch?’ to ‘What matters to people in Merkinch?’ this could help us in our prevention approach. See comments on engagement at point 8 below.
4. There are many active community groups in Merkinch. If agencies focused on the positive contribution that the people in Merkinch could make it may help to change how we develop services; for example, seeing Merkinch residents as potential UHI students with an

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<sup>1</sup> The very issues that make placed based interventions attractive – e.g. the emphasis on the social determinants of health outcomes ( which are complex and multidimensional) , working across policy areas and sectors and at multiple levels in a community ( individuals, households, community, systems/organisations) to achieve social and health outcomes - also make it challenging to evaluate. See also further resources at the end.

interesting in developing new skills. This involves moving from a deficit to an asset-based approach.<sup>2</sup>

5. Effective partnership prevention can be identified among the partners and the implications for joint resourcing. Current examples include:
  - a. The joint response team – where the police, SFRS, housing providers and other partners as required respond to low level anti-social behaviour incidents and stop them from escalating or re-occurring in the Inverness area. The team work is through daily partnership teleconferencing to up-date on incidents, agree actions and agree on which partner/s will be responsible for taking action. This has good results. This prevention model is being considered for other areas in Highland.
  - b. The new practice model for Getting It Right for Every Child (GIRFEC) which provides an holistic view of a child's needs, identifying issues early on and preventing them escalating. It involves a named person who may draw on any partner support the child requires. A child's plan is agreed and monitored. Depending on the age of the child the named person could be the midwife, health visitor, primary HT or guidance teacher in secondary schools. A higher proportion of children in the primary and secondary schools serving the Merkinch have child's plans.
  - c. The SFRS approach to identifying risk, acting to eliminate it and responding quickly when required. Given success in fire prevention the SFRS has people resources it can share with partners in trying new preventative approaches.
  - d. Sandra's role as local health co-ordinator.

But there are gaps in prevention in other areas as set out below.

6. The High School has a larger proportion of school leavers without positive destinations compared to other Highland schools. While this might not be unexpected, it is unacceptable especially when pupils there fare worse than schools found in even more deprived areas elsewhere in Scotland. We need to explore why this is the case and what we can do about it in the partnership. One idea proposed was for UHI to develop mentoring through its students and for Inverness College to reach out more to students from the High School.
7. Some partners are not targeting urban deprivation with their resources, but generally none of us seem to be equalities checking what we are doing in Merkinch and this might make matters worse. The type of new housing development proposed was an example cited. A culture shift across partners and in the partnership is required. Yet there is a good deal of public sector activity in the area or planned and other sources of funding available (see Appendix 1). If we added this up it could help us to be more radical in our preventative approach and to think of better ways to support people. We are mindful that other things out with our control can have a negative impact e.g. welfare reforms.
8. Our public engagement methods have not been fit for purpose. Community councils, ward forums and traditional consultation are not effective. When we have consulted we haven't always listened or acted, e.g. in 2007 the community conversations identified youth space, a community café and play park as important, but no action was taken to follow this up. How we define what we consult on needs careful thought, e.g. community safety might have

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<sup>2</sup> See for example some recent discussions about 'asset based development' at the What Works in Scotland (WWS) site. Two views: <http://whatworksscotland.blogspot.co.uk/2015/05/asset-based-community-development.html> ; <http://whatworksscotland.blogspot.co.uk/2015/05/asset-based-community-development.html>

meaning for agencies but not individuals. It is also important to be clear and open with the communities in Merkinch about the constraints that public agencies may face in responding to the needs expressed – it may not be feasible to respond or to deliver on everything the community would like. We need to challenge our assumptions of how we define ‘the community’ and avoid romanticisation of the idea of ‘a community view’, especially given the diversity in the Merkinch. We need to:

- a. frame engagement more on what matters to people and not what matters to agencies;
- b. Move from a deficit approach to assets based approach, reinforcing positive aspects of the area and the potential of the residents to engage in transforming the communities they live in and their lives;
- c. find the right routes into engaging with the Merkinch communities; for example, meeting people where they naturally congregate and in places people are comfortable;
- d. explore other and varied methods for ensuring diverse views are heard - we think participatory budgeting<sup>3</sup> and mini publics could be worth trying as well as better use of social media;<sup>4</sup>
- e. if we try something that doesn't work then do something else;
- f. make better use of the day to day connections we have with people living in the area, e.g. contact with their landlords. Explore and learn from what is happening elsewhere. For example Glasgow HA employing sports coordinators;
- g. make sure we do engage with partners and residents when planning new services – some concern about the new social housing being developed further stigmatising the area as it will provide more of the same rather than a better housing mix.
- h. Different access routes to those living in the local community. For example, using existing services ( e.g. Fire and Rescue Service) that already have routes into the community.

There are some good examples of engagement e.g. the charrette used for the green space project.

9. HIE is keen to learn from its development practice in fragile rural areas and to see how that could influence their approach to tackling urban deprivation. While their intervention is not specifically targeted at SIMD priority areas they do work with social enterprise in Merkinch (New Start). Issues for HIE and partners to consider include:
  - a. How HIE can create pathways into employment for people living in Merkinch through their support to business outwith Merkinch.
  - b. Potential for creating employment or locating public sector jobs within the Merkinch area.
  - c. Could public bodies through their capital investment create opportunities for training, apprenticeships and employment for people from Merkinch?
  - d. Having an employability partnership for the area involving SDS, Job Centre+, UHI and other partners to design the partnership response.<sup>5</sup>

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<sup>3</sup> Sandra MacAllister : I have some concerns that this approach in Merkinch could be divisive. It may have the same impact on existing organisations which could vie for the funding and this could cause an even bigger division than already exists and result in things not being done differently. I guess it would be good to learn from elsewhere and then take it to Merkinch?

<sup>4</sup> See <http://pbnetwork.org.uk/> for some examples of participatory budgeting and more information under resources section.

<sup>5</sup>Sandra MacAllister :As an update there is a small local group looking at employability as this was one of the priority areas at the Network event. There is also a 3<sup>rd</sup> Sector employment event planned and one of their proposals is to have an Employment Forum.

- e. Considering the needs of long term unemployed people (and those aged 40-50 years) and not only school leavers.
  - f. Developing the idea of a community café using a social enterprise model .Sandra MacAllister has already started a consultation with the community around a cafe as a first step to testing the water for local backing
10. As partners we should try to agree what the **most significant issue** to be addressed in the area should be and then work out a process of finding out how we are doing. Emerging areas seem to be positive destinations for school leavers and the long term unemployed. The issue of who gets to identify the most significant issue is important, especially regarding our views on changing how we engage with the communities . We recognise that something fundamental has to change for us to help people make change in their communities; we need proper participative approaches. See ideas in point 8 above.
11. Perhaps taking lots of small steps and changes that focus on deprivation could also add up to significant change over time.

The feedback is to be circulated for the Chief Officers Group on 13<sup>th</sup> August 2015.

**Appendix 1 – the activities and plans identified for the Merkinch by partners**

**Appendix 2 – evaluation of the workshop (ABCD)**

## Selected Further Resources

### Web Sites

**What Works Scotland** is a Scottish Government and Economic and Social Research Council Funded Initiative for three years. It has many resources that would be useful for those working in Merkinch.

<http://whatworksscotland.ac.uk/>

**The Centre for Research in Children and Families (CRFR)** a network based at the University of Edinburgh also has a useful briefing on evidence based approaches:

<http://www.crfr.ac.uk/assets/briefing-73web.pdf>

**Community Based Participatory Approaches:** <http://depts.washington.edu/ccph/commbas.html>

**Open Space meeting;** for example

Use more innovative ways of engaging with communities. Open Space events:<http://openspaceworld.org/wp2/>

Creating 'dialogic spaces': [https://www.youtube.com/watch?v=JGtes2X\\_ucw](https://www.youtube.com/watch?v=JGtes2X_ucw)

**Participatory Budgeting:** <http://pbnetwork.org.uk/>

### Other Publications

Dillman, K-N. And Peck, L.R. ( 2012) 'Tensions and Opportunities in Evaluating Place –based Interventions' in *Community Investments*, Spring 2012 – Volume 24, Number 1. Available at: [http://www.frbsf.org/community-development/files/Sp2012\\_Dillman\\_Peck.pdf](http://www.frbsf.org/community-development/files/Sp2012_Dillman_Peck.pdf)

Griggs J et al (2008) *Person or place -based policies to tackle disadvantage? Not knowing what works* Joseph Rowntree Foundation. Summary and Full report available : <http://www.jrf.org.uk/sites/files/jrf/2187.pdf> ; <http://www.jrf.org.uk/sites/files/jrf/2176-policies-people-place.pdf>

Policy Brief ( 2011)*Place-based approaches to supporting children and families*. Available at : [http://www.rch.org.au/uploadedFiles/Main/Content/ccch/Policy\\_Brief\\_23\\_-\\_place-based\\_approaches\\_final\\_web2.pdf](http://www.rch.org.au/uploadedFiles/Main/Content/ccch/Policy_Brief_23_-_place-based_approaches_final_web2.pdf)

## Appendix 1 The Activities and Plans Identified at the Workshop For The Merkinch Area by Partners

Sector /Policy Areas	Current and Planned Activities and Emerging Issues to consider
<b>Jobs/Social Enterprise/Economy-</b>	<p>HIE Working with:</p> <ul style="list-style-type: none"> <li>• Gael Force – Jobs</li> <li>• New Start Highland</li> <li>• Social Enterprise</li> <li>• Providing training</li> <li>• Scottish Councils and TBID</li> <li>• Tourism opportunities</li> <li>• Businesses</li> <li>• Jobs</li> <li>• Overall trying to help create more jobs in and around Inverness</li> <li>• Employability – Job Club - Highland Council</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>• GP's at the deep end</li> <li>• Corbett Centre developments</li> <li>• Develop CHC role and outputs</li> <li>• Develop Community Food and Health Practitioner role and output</li> </ul>
<b>Community Groups/Services</b>	<ul style="list-style-type: none"> <li>• Identifying local agency areas of work/community verbalised priorities</li> <li>• Ranking these and trying to take forward</li> <li>• Supporting local groups to progress specific areas (knitting, play, social enterprise)</li> <li>• All aspects of my role aim to support Merkinch</li> <li>• Ongoing review of function of Corbett Centre for people with learning disability, seeking to diversify into social enterprise</li> <li>• Consolidate preventative work through community development posts</li> <li>• Signpost Inclusion to continue to support local groups</li> </ul>



<b>Sector /Policy Areas</b>	<b>Current and Planned Activities and Emerging Issues to consider</b>
<i>Community Safety and Community Work</i>	<ul style="list-style-type: none"> <li>• Attending Community Council meetings to engage locally and listen to needs of community</li> <li>• Attend Ward Forums to set local priorities for organisation</li> <li>• Attend community events to raise profile of HFSVS</li> <li>• Actively undertake HFSV with ops crews CSAS to vulnerable people</li> <li>• FSEO engage to do audits and HFAS engagement with business owners</li> <li>• ICSP/Response team etc attendance to react to short term challenges</li> <li>• Community beat off</li> <li>• Inverness community response team</li> <li>• Youth Champion</li> <li>• PSYV</li> <li>• Additional resource (op respect)</li> <li>• MATAC and MARAC</li> </ul>
<i>Early Years</i>	<ul style="list-style-type: none"> <li>• Early discussions about a rebuild for Merkinch Primary School and an integrated Family Centre with members of the Care and Learning Family Teams also based at the heart of the community (i.e. school/family centre).</li> <li>• The present school is currently experiencing a year on year increase in school roll numbers and the building of “add on” classrooms is not appropriate due to the pressures on the infrastructure of the school (i.e. dining facilities, toilets, etc).</li> <li>• More and more early learning and childcare – perhaps a family centre, bringing all children’s services together</li> </ul>
<i>Funding and Buildings</i>	<ul style="list-style-type: none"> <li>• Common Good Funding</li> <li>• Proceeds of crime funding?</li> <li>• ESF Programmes (new)</li> <li>• Deprived Area Funds</li> <li>• Funding (current)</li> <li>• Capital Discretionary Funding</li> <li>• Ward Discretionary Funding (current)</li> <li>• Welfare Hall – heritage funding to refurbish</li> </ul>

<b>Sector /Policy Areas</b>	<b>Current and Planned Activities and Emerging Issues to consider</b>
<b>Housing and Energy Efficiency</b>	<ul style="list-style-type: none"> <li>• Potential housing sites at Craigton Avenue and Glendoe Terrace – helps to regenerate area and change perception</li> <li>• What could we do with renewable heat sourced energy – District Heating Scheme?? Reduces energy costs for deprived communities</li> <li>• Commenting on new developments in the area and how this might impact on what is being supported to reduced inequalities</li> <li>• Carse Playing Field Lottery funding new portocabins Youth Football</li> <li>• 50 new houses not Cairns – Highland Alliance</li> <li>• New school proposal over next 5 years</li> <li>• Upgrading Social Housing Heating</li> </ul>
<b>Sports, Leisure And Environmental</b>	<ul style="list-style-type: none"> <li>• Boxing club redevelopment</li> <li>• Watersports Hub at Muirtown Basin</li> <li>• Access improvements around Muirtown Basin and along flood defence</li> <li>• New development framework for Merkinch and South Kessock</li> <li>• Possible new dolphin watching short trips from Inverness Harbour</li> <li>• £1.4m Urban Regeneration Project for ‘Green Infrastructure’ <ul style="list-style-type: none"> <li>○ New and improved Green spaces</li> <li>○ Improved walking and cycling routes along canal, river and seafront</li> </ul> </li> <li>• Project is attracting funding from Scottish Government (SNH, Subtrans, Scottish Canals and others)</li> <li>• Aims to provide access to range of green spaces and help address deprivation, reduce inequalities</li> </ul> <p><u>SNH</u></p> <ul style="list-style-type: none"> <li>• Our role/activity in Merkinch area in the last 5 years has therefore mostly been focused around encouraging people to use the green space of the Local Nature reserve (LNR) and encouraging target groups to engage with the outdoors. This has been done through the provision of staff time as well as funding projects working in and around the area through our National grants programme:</li> </ul>

Sector /Policy Areas	Current and Planned Activities and Emerging Issues to consider
Sports, Leisure And Environmental	<p><u>SNH (Continued)</u></p> <p><u>Staff Time</u></p> <ul style="list-style-type: none"> <li>• Providing support/input and advice to: <ul style="list-style-type: none"> <li>○ Merkinch Local Nature Reserve (LNR) management group</li> <li>○ Merkinch/South Kessock Network Events organised by NHS Community Health Co-ordinator)</li> <li>○ Green infrastructure ‘Space by the Water’ project development brief (SNH also manage the £30 million infrastructure project budget)</li> </ul> </li> </ul> <p><u>SNH Grants</u></p> <ul style="list-style-type: none"> <li>• <u>Teaching in Nature</u> – provided teachers from 4 local primary schools the time, funds and information about Merkinch LNR to give them the confidence and knowledge to use the LNR as a resource for outdoor learning (for all topics).</li> <li>• <u>The Conservation Volunteers</u> - (national grant) Merkinch is identified as a priority area for volunteer activities including Green Gyms (conservation work parties).</li> <li>• <u>Highland Council Ranger Service</u> – no longer funded directly by SNH but it was in the past. The ranger service provides a range of walks and activities on the LNR and Merkinch area.</li> <li>• <u>Scottish Waterways Trust</u> – Canal Heritage Project - numerous worthwhile projects and initiatives came out of this, all focused on the health benefits of getting people outdoors (our funding came to an end for the project officer post on 31 May 2015). These grants were less specific to the Merkinch area but aimed at target groups found with the area:</li> <li>• <u>Trees for life</u> – national grant targeting volunteers who are long term unemployed (but not specifically from the Merkinch area)</li> <li>• <u>Aigas</u> – Nature days and outreach programme – condition of grant that 70% all activities were with ‘target groups’ I the Highlands, some of these overlap with groups and individuals living in Merkinch.</li> </ul> <p>Highland Print Studio ‘Shot in the Dark’ – photography project for people with mental health illnesses, using the LNR and natural environment as inspiration</p> <p>Abriachan Forest Trust – forest school activities targeting specific minority/target groups</p>

## Appendix 2 – Evaluation of the workshop (ABCD)

Achieved	Benefits
<ul style="list-style-type: none"> <li>• Initial discussion</li> <li>• Setting the scene</li> <li>• Networking with others</li> <li>• Cards on the table</li> <li>• Conclusion that engagement of all members of the community is paramount</li> <li>• Open honest discussions</li> <li>• Overview of other organisations role in Merkinch</li> <li>• Clarity in Engagement challenges</li> <li>• Identified areas for exploration and items for discussion at the CPP</li> <li>• Insights gathered</li> <li>• Agreed themes for progress</li> <li>• Better sense that prevention means different things in different criteria</li> <li>• Better understanding around the table of the range of issues (not just single) which need to be considered and not a single solution</li> <li>• Started the discussion, got everyone together</li> <li>• Good discussion/better understanding of key issues and what others are doing</li> <li>• New people to speak to regarding local issues for support</li> <li>• We have achieved some idea of how we can progress multi agency partnership work to improve life in the Merkinch area.</li> <li>• The beginning of bringing together agencies and organisations that can make a positive difference to Merkinch.</li> <li>• Agreement that there is a need to do something</li> <li>• Better understanding of the “Merkinch community</li> </ul>	<ul style="list-style-type: none"> <li>• Sharing of ideas</li> <li>• Beginning to move forward</li> <li>• Start of a positive move to improve things</li> <li>• Not sure – Good networking and discussion for agencies</li> <li>• Aware we need to do some things differently</li> <li>• Acknowledge we do have some new preventative systems in place</li> <li>• More likely to find effective answers/engagement is a better understanding</li> <li>• Only by moving forward collectively in a different way might we make a difference</li> <li>• Yes, view population as a resource possible opportunity</li> <li>• Work closely with other agencies to achieve better results for the community</li> <li>• Merkinch will be a better place to live work and visit</li> <li>• Make change easier</li> <li>• Make communication easier</li> <li>• Making connections across the organisations but with a very focused ‘place’, agenda which is different from making connections across services/organisations generally</li> </ul>

## Concerns

- How there might be a potential for progress to stall
- Keep momentum going and don't allow it to slow and fail
- A lot of the language today reaffirmed my concerns that we are still likely to have a top down approach to this.
- We must not lose momentum or commitment from public
- What next? Are we any closer to making a difference/helping the community make a difference
- That there are still lots of things to be done to get everyone on the same 'page' expectation of what will actually make a difference not being universally shared at present.
- Progression – would students continue
- Team working together to continue on regular basis
- That not enough will be done to engage with community to ensure we are servicing their needs
- Hiatus
- That we waste lots of time but fall back to our default approach to service delivery and that the changes in attitude and ways of working within organisations will not happen and will be barriers to progressing

## Do Next

- Hear the community voice
- Look for quick wins but develop a long term "Merkinch Improvement Project" or something similar
- Unsure
- COG report
- Action
- Share information, make links out with the meeting, agree to come together
- Liaise internally over marketing of MAS and other courses
- Work with closer links within the community
- Go away and think about what we have discussed today. Think about what our respective partnerships can contribute and bring those ideas back to the table
- Present some ideas on practical things that can be done
- Talk to colleagues and others to get their ideas too
- Continue the discussion within my own organisation and do further 'research' on 'place based approaches'