

The Highland Community Planning Partnership

COG 11.11.15

Agenda Item	7c.
Report No	COG 29/15

Briefing on local community planning experiments

Report by Head of Policy and Reform, Highland Council

Summary

This briefing is provided to support discussions on creating new local community planning arrangements. We have agreed this is our collaborative challenge, so discussion at the COG will be facilitated by Nick Wilding and Chris Bruce from the Scottish Government's Ingage Team.

1. Background

- 1.1 The COG and Board have considered reports at each of its meetings since March 2015 on localising community planning.
- 1.2 We have acknowledged that there are external and internal drivers for doing this. We are aware of our shared and individual duties arising from the Community Empowerment legislation. Local arrangements for community planning can help us to implement the duties and enable the rights now available to community bodies.
- 1.3 External drivers for localism
The Christie Commission 2011 found that we need:
 - An asset-based approach where people and communities are empowered to control their future – enabling them to fulfil their potential and to take the lead to achieve positive outcomes.
 - A reform programme with services being built around people and communities, with public bodies working together to achieve outcomes, prioritising prevention and reducing inequalities, improving performance and reducing costs.
 - Partnership working and for engagement to be with and accounting to people and communities – with action at a more local level than the council areas as an essential part of community planning.
- 1.4 The Strengthening Local Democracy Commission – found we have:
 - A disconnect with communities
 - Top down design that has left little room for local creativity and the involvement of people locally in service design or provision
 - Ineffective in solving social problems as inequalities have grown
 - Democracy as about institutions of government and not about people and their rights. People are seen only as consumers of public services.
 - Believed we can be efficient or local, but not both.The Commission concludes we need to remodel democracy from the bottom

up.

1.5 The Audit Scotland national report: Community planning: Turning Ambition into Action identified the need for better local community planning and agreeing local service priorities with communities.

1.6 The implications of the Community Empowerment Act 2015 have been considered in the COG and Board, including at the meeting today. Those parts of the Act that require a local response are:

- Our duty to broaden the involvement of community bodies
- Our duty to develop and implement locality plans where outcomes are poorest (duty to reduce socio-economic inequality)
- Our consideration of participation requests
- Our support for the community ownership of assets
- The duty to enable participation in public decision-making including resource allocation
- The duty on Trustees (elected Members) to consult on Common Good property – with partner as well as community interest in them.

It is hard to imagine how the partners could meet its duties without local community planning arrangements in place.

1.7 Further statutory drivers supporting localism that partners are aware of include:

- Community learning and development statutory instrument – CLD strategy coordinating partnership activity and targeting communities in need of most support
- Social Care (Self-Directed Support) (Scotland) Act Statutory principles of participation, involvement and collaboration by providing a direct link between communities and health and social work practice.
- Public Bodies (Joint Working) (Scotland) Act integration implementation plans are to be ‘planned and led locally in a way which is engaged with the community (including in particular service users, those who look after service users and those who are involved in the provision of health or social care.)’

1.8 Internal drivers for localism
The experience of District Partnerships (x9) set up to support the integration of health and social care shows that those partnerships needed to understand what is happening locally to support good health. This meant considering items such as employability, transport, community safety, welfare reform impacts, fuel poverty and incomes. This makes sense; however these were also issues being considered at Council Area committees with partners attending (although in a formal rather than conversational format) which started to mean duplication in reporting.

1.9 At the same time elected Members were seeking more local decision-making on Council matters through its review of Area Committees.

1.10 In addition at the NHS Board development day on 3rd November there was a chance for staff and members across Highland to find out about the work of

the Highland CPP theme groups. One of the issues highlighted in those discussions was the lack of awareness of local managers in how to engage with the work of the CPP groups and with an appetite to do so. Connecting local and Highland approaches better is required. Developing local community planning arrangements can support this work.

1.11 Board agreement

One of our agreed priorities is to engage in dialogue with communities in order to empower them to participate in service planning and delivery. To help to achieve this, the CPP Board has agreed to review our arrangements for local community planning, noting this will take place alongside a review of the Council's Area Committees. The Board has also agreed:

1. Partners would be creative in developing proposals to encourage local experiments, while accepting that one size would not fit all areas and that the pace of change may vary across the region.
2. Principles and values to guide the development of experiments – see Appendix 1.
3. Any proposed changes to governance arising to be considered appropriately through partners' governance arrangements. All partners agreed to participate in the local experiments described at the Board meeting in September, with the NHSH Board considering its position at a Board Development day on 3.11.15.

2. **The experiments so far**

2.1 One type of experiment presented to the Board is to create new local community planning partnerships. These would be aligned to the geographies to localise council decision-making arising from the review of Area Committees. The localities are:

- Nairn;
- Badenoch and Strathspey;
- Skye;
- Caithness; and
- Sutherland.

2.2 Currently the Council's idea is to hold partnership and council business on same day but with a distinction made between:

- the formal Council business at a local level – where only Councillors can make decisions and scrutinise certain services (run like an area committee, clear scheme of delegation from Council, formal settings and webcast); and
- a partnership forum that enables dialogue and inclusion – and where partners can deliberate, solve problems, listen, challenge and agree how to proceed. This is likely to require a different venue. The chair would not be from the Council.

2.3 The Council has approved its calendar of meetings for 2016. The first dates for Council meetings and so potentially local partnership meetings are:

- Caithness 13th January,
- Nairn 27th January,

- Badenoch and Strathspey 23rd February
 - Skye 30th March (although a partnership meeting may be possible earlier).
 - In Sutherland Members were keen to have a partnership discussion on 1st December.
- 2.4 The first meeting of partners and community bodies could be run like an open day or workshop looking at the drivers for creating local CPP, the requirements of the Community Empowerment legislation and discussion about how a local partnership might operate. These would essentially be awareness raising and listening events.
- 2.5 In Lochaber the experiment would be different. Given the long standing local CPP there the focus is more on:
- How the Lochaber CPP can engage better with its communities
 - How to improve the links between local community planning and the Lochaber Area Committee.
- 2.6 It is not clear yet about local arrangements for Ross and Cromarty or Inverness but this may be clearer by end December 2015.
- 2.7 It is worth noting that through the Council's approach to localising decision-making it has agreed that:
- The Council will devolve budgets and decision-making for community services to new local committees from 1.4.16 (housing, roads, transport, environmental works and waste services);
 - Participatory budgeting will be used for the allocation of ward discretionary budgets in several communities in 2015 and 2016.
- 2.8 The Council has agreed a localism action plan. It covers a range of actions including the training and development that Council staff and elected members and this can be developed to include partners. A copy of the current version of the action plan is appended for information.

3. Recommendation

3.1 This briefing is provided to help COG consider the issues in delivering local community planning across Highland. A workshop session is planned for the discussion.

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Date: 5.11.15

Appendix 1

The Values and Principles to be used in discussion to guide proposals for local experiments.

Developed in the COG March 2015 and approved by the Board June 2015

1. Local community planning is about engaging with, listening and responding to communities and there should be a roots-up approach.
2. There should be a bias towards the most deprived communities.
3. There should be a solutions-driven approach.
4. It is necessary to be helpful, positive and make it easy for people to engage.
5. Innovative thinking is required in terms of engagement processes – for example, going out in to the community, not having a specific agenda, utilising technology and social media.
6. There should be an emphasis on involving new people, particularly younger people, in local community planning.
7. The CPP should demonstrate effectiveness, accountability and a willingness to share resources.
8. Outcomes should be measurable in order to demonstrate tangible benefits.
9. The activities and objectives within the SOA should set the boundaries for decision making.
10. Fairness and equality are key.
11. It is important that there was two-way communication between strategic and local forums.
12. Elected Members have different roles in different forums and it is necessary to be explicit about that and support them.
13. It might be necessary to accept that there are different geographical boundaries for some issues.
14. It is essential to avoid duplication and inefficiency.
15. Forgiveness of false starts and wrong turns should be included.

Localism Action Plan
Agreed by Highland Council 29.10.15

1. Developing the local experiments			
Action agreed:			
1.1 Early experiments to localise Council decisions and create local community planning partnerships in Caithness, Sutherland, Nairn, Badenoch and Strathspey and Skye.			
Tasks	who	When	Progress as at 16.10.15
1. Two Area Committees disbanded with statements at last meetings	Area Leaders	Sept 2015	Done
2. Decoupling of Skye from SRC Area Committee	Area Leader	Nov 2015	Announcement to be made at SRC Area Committee on 18.11.15
3. Dates confirmed for new meetings in 2016 (4 meetings per annum)	HoCG	Council meeting October 2015	
4. Review web casting capacity for new forums (ICT and staff)	HoR&BS	Council meeting December 2015	Technical and resource implications being assessed
5. Review committee services capacity for supporting the new arrangements	HoCG	Council meeting December 2015	Implications being identified
6. Review scheme of delegation - focus on decisions and scrutiny (not just for experiment areas) and group by service	Dir of Corp Dev/HoCG/HoPR	Council meeting December 2015	Work underway
7. Review scheme of delegation – community services decisions and budget to be effective 1.4.16 (Not just for experiment areas). To use the principle of subsidiarity	Dir Community Services, Dir Finance, Dir of Corp Dev/HoCG /HoPR	Council meeting March 2016	Discussion with Chair and Vice Chair of Community Services. Currently quantifying current spend in new localities.
8. Partner agreement to participate in local forums	CPP Board	Sept 2015	Agreed, more time requested by NHS
9. NHS Board to consider at Development Day, including DP impacts / changes	NHS Board & CPP input	Nov 2015	Council staff participating at event
10. Discussion with members in ward business meetings to design the first meeting of new forums / partnerships. Identify local partners and community bodies to participate.	HoPR/WM team/local members	End October 2015	Done for Sutherland (28.9.15), Nairn (2.10.15). Scheduled in Caithness 26.10.15, B&S 27.10.15 and Skye 29.10.15

<p>11. First local partnership meetings take place. First meeting to:</p> <ul style="list-style-type: none"> • Brief on localism, CE Act, forum ideas and name • Develop local Members' vision statement • Agree how to structure partnership business (e.g. topics, frequency, chairing, tone, venues, resourcing, public participation) • Confirm learning as we go, how we can evaluate together and any joint training/development 	HoPR/WM team/local members	Council meeting March 2016	Sutherland 1.12.15 Nairn 9.12.15 Dates for remaining areas TBC	
<p>12. Training and development for officers :</p> <ul style="list-style-type: none"> • On governance for WM Team and Committee Services (Code of conduct, Scheme of delegation, standing orders and escalation routes) • Presentation skills for local officers TBI • On practising dialogue • Enabling community participation in services 	<p>HoPR/ HoCG/ L&D Manager</p> <p>L&D Manager</p> <p>HoPR/WM Team L&D Manager/ COG</p> <p>As above</p>	<p>Jan 2016</p> <p>Jan 2016</p> <p>Early 2016</p> <p>TBC</p>	<p>External training being explored and for partners</p> <p>As above and potential with SCDC</p>	
<p>13. Training and development for Members:</p> <ul style="list-style-type: none"> • recognising different roles in Council and in partnership business • On practising dialogue • Others TBI 	<p>HoPR/ HoDS/ L&D Manager</p> <p>HoPR/WM Team/COG</p>	Jan 2016	For partnership and empowerment roles could use 'Arts of democracy' attached below.	
<p>14. Participatory budgeting in Lochaber, Caithness, Nairn and Badenoch and Strathspey</p>	WM Team/local members	April 2016	Lochaber done. Caithness Nov 2015, Nairn by March 2016, B&S tbc 2016	
<p>Action agreed:</p> <p>1.2. Lochaber experiment of more local decision-making through the Area Committee and more community engagement in the local CPP and better linkages between the Committee and local CPP.</p>				
	Tasks	who	When	Progress as at 16.10.15
	1. Any additional support to be identified	Local Members and local WM team		Members consider in Ward Business meetings

2. Participatory budgeting	- Deliver PB for youth budget	Local Members and local WM team	Sept 2015	Done. Very positive results on new and wide participation
	- Consider further use of the approach	Local Members and local WM team	From Sept 2015	
3. Agree how to evaluate Lochaber approach		Local Members , local WM team and HoPR	Council March 2016	

Agreed:

1.3. Confirm geographies for any further experiments in Ross and Cromarty and Inverness and surrounding area

Tasks	who	When	Progress as at 16.10.15
1. Identify preferences of members in Ross, Cromarty and Lochalsh May have different areas for Council business and local CPPs. Further meetings to be arranged.	Local Members, HoPR and WM team	Local members to confirm	Meeting on 28.9.15 confirmed 2 options: 1. Wards 6-10 as one area 2. Two groupings - Wards 7&8 and Wards 6, 9 & 10.
2. Develop local vision statements	Local Members, HoPR and WM team	Local members to confirm	Work has started and needs to conclude
3. Bring 3 separate workshop views together for Members to consider how they want to proceed	Local Members, HoPR and WM team	By end Jan Jan 2016	Member briefing to be arranged

2. Implementing new duties arising from the Community Empowerment legislation

Action agreed/proposed:

2.1 Revise remit of CPE Committee to oversee CE Act and localism experiments

Tasks	who	When	Progress as at 16.10.15
1. Review remit and amend the Scheme of Delegation for the Community Safety, Public Engagement and Equalities Committee	HoPR	Council meeting October	

Action agreed/proposed:

2.2 Early actions to develop new processes for implementing the Community Empowerment Act (pre statutory guidance)

1. Support for the HTSI community events on the Act and the opportunities for the sector	WM Team and HoPR	By end Sept 2015	Done
2. Partnership approach to participation requests to be designed	C&DEM and CPP partners	July 2016	Work underway
3. Review Community Challenge Fund (CCF)	C&DE Manager	Council March 2016	Work started
4. Partnership approach to support	C&DEM and	July 2016	Work underway

	asset transfers to be designed	partners		
	5. COG reviewing new requirements on CPPs with proposals on how to comply and share resources	COG	March 2016	Next discussion Nov 2015
	6. Approaches to identifying localities with poorer outcomes to be shared in partner organisations (SIMD and SEP indices)	COG and each partner's governance structures	March 2016	CPP Board agreed June 2016 to use new index for rural areas to complement SIMD
	7. Consider links with development trusts and community benefit	Ward Manager (Ward 6), WM team and HoPR	March 2016	Attendance at DTAS conf. Sept 2015. Meeting with SSE TBC. Desk top review of CB drafted.
	8. Complete review of WM function including transfer of RPO duties	HoPR / Wm Team / relevant Directors	By April 2016	Alternative arrangements being reviewed
Action agreed:				
2.3 Deliver transformation projects on community participation in service delivery				
	Tasks	who	When	Progress as at 16.10.15
	1. Up-dates to Transformation Board and reports to Resources Committee	HoPR	To 2018	Monthly reports to Board.
	2. Current activity supporting community participation in transport services, grass cutting and amenity works	C&DE Manager / Principal Policy Officer and Community Services	To 2018	Proposals underway
3. Campaigning activity seeking further devolution of power to Highland				
Action agreed and proposed:				
3.1 Investigate establishing a Highland Commission on Strengthening Local Democracy				
	Tasks	who	When	Progress as at 16.10.15
	1. Agree the purpose of a Highland Commission and how it might operate	HoPR	Council March 2016	Council motion Oct 2015
	2. Identify related work streams e.g. Islands Bill, Seven Cities, Scotland Bill, SLD recommendations for Govt, Land Reform Bill and Crown Estate.	ELT	Council March 2016	

Glossary

CCF – Community Challenge Fund

CPP – Community Planning Partnership

C&DE Manager – Community and Democratic Engagement Manager (also included in Ward Management Team)

COG – Chief Officers Group of the community planning partnership

ELT – Executive Leadership Team

HoCG – Head of Corporate Governance

HoPR – Head of Policy and Reform
HTSI – Highland Third Sector Interface
L&D Manager – Learning and Development Manager
SCDS – Scottish Community Development Centre
SEP – Socio-economic performance index - for use in rural areas
SIMD – Scottish Index of Multiple Deprivation
SLD Commission – Strengthening Local Democracy Commission
WM Team – Ward Management team (includes C&DE Manager)

**Ref action plan 1.1.13:
Living democracy: The Arts of Democracy:**

- Active listening – it reflects back what is heard and allows both the listener and speaker to find greater understanding through the listening process.
- Public dialogue – requires conscious commitment to explore – asking ‘why’ – ‘why do you and I think as we do and to what ends?’ Needs to have an environment for full participation and look at differences as occasions for examining underlying assumptions. Asking questions and listening to points of view we don’t share.
- Creative conflict – needs critical, constructive, honest and open confrontation. This can give clarity and learning – each understanding better why the other side feels the way it does. Helps define the problem more accurately, not jumping to conclusions, can provide light to generate new idea rather than just heat of argument. Because people are different conflict is inevitable.
- Political imagination – and to see the other person’s view point.
- Reflection/evaluation – How did you feel? What worked? What didn’t work? How could we do better?
- Public judgement – deeper than public opinion.
- Accountability – report cards for public officials.

www.co-intelligence.org/CIPol_LivingDemoc.html