

Highland Community Planning Partnership Board

30 June 2016

Agenda Item	5ii.
Report No	CPB 02/16

Taking Forward Local Community Planning

Report by Chief Officers Group

Summary

This report considers the proposals for developing local community planning arrangements. This is within the context of the new duties contained in the Community Empowerment Act but also other local planning responsibilities contained within the Public Bodies (Joint Working) (Scotland) Act 2014 and the Requirements for Community Learning and Development (Scotland) Regulations 2013.

The Highland Community Planning Partnership Board is asked to:

- agree the geography for establishing local partnerships;
- agree on how to resource community planning at a Board, Chief Officer's Group and local partnership level; and
- agree the initial guidance to support local partnerships.

1. Background

1.1 Part 2 of the Community Empowerment Act sets out new duties for Community Planning. Discussions have been ongoing across the Partnership on how best to take forward local community planning arrangements, within the context of the new duties contained in the Empowerment Act but also other local planning responsibilities contained within the Public Bodies (Joint Working) (Scotland) Act 2014 and the Requirements for Community Learning and Development (Scotland) Regulations 2013.

1.2 The report outlines the legislative background for taking forward community planning; the geographical options for establishing local partnerships; options for resourcing community planning and the initial guidance proposed for local partnerships. The Board are asked to agree: the geography for establishing local partnerships; how to resource community planning at a Board, Chief Officer's Group and local partnership level; and the initial guidance to support local partnerships.

2. Community Planning Duties

2.1 Part 2 of the Community Empowerment Act sets out new duties for Community Planning at a pan-Highland and local level. As outlined above, the Public Bodies (Joint Working) (Scotland) Act 2014 and the Requirements for Community Learning and Development (Scotland) Regulations 2013 also establish new duties for community planning on named partners for children,

adults and community learning and development at a local level. It is within the context of these new community planning duties that there is a need to establish partnerships at a local level. A diagram illustrating these joint responsibilities, the geography they are required at and the supporting operational structures can be found at Appendix 1. A summary of these new duties is outlined below:

2.2 *Community Planning duties through the Community Empowerment Act:*

2.2.1 Who should be involved in community planning – in Highland there are 15 public bodies to be involved and that would form the Community Planning Partnership (CPP). The Partnership will agree how partners contribute e.g. taking part in a particular outcome or across them all. The listed bodies must work together and work with any community body who wishes to take part.

2.2.2 Who leads community planning – this is now a shared duty between 5 public bodies – the Council; NHS Highland, HIE, Police Scotland and Scottish Fire and Rescue Service.

2.2.3 What the CPP needs to do – the CPP must act to reduce inequalities of outcome resulting from socio-economic disadvantage. It must produce a Local Outcome Improvement Plan and also Locality Plans.

Local Outcome Improvement Plan (LOIP) – will replace the SOA and needs to demonstrate how the Partnership will respond to national outcomes. The LOIP needs to outline key local priorities but also to reflect improving outcomes and tackling inequalities. The plan must be evidence based and be developed involving communities. Statutory partners are responsible for delivering the aims however other local bodies may also be included. The first plan is due in October 2017.

Locality Plans – are required at a local level in order for partners to tackle inequalities for communities facing disadvantage and make it easier for community bodies to be involved. The plans should be evidence based. The statutory guidance notes that the CPP should use its “understanding of local needs, circumstances and opportunities to identify those localities for which it should undertake locality planning.” The geography for these Locality plans is for the CPP to decide but it is expected that they reflect natural communities. It is proposed to use a combination of the Socio Economic Performance Index (SEP – identifying rural communities) and SIMD, to identify the communities on which the Partnership initially completes Locality Plans for. A report on this can be found at item 5iii on the agenda. The first Locality Plans are expected by October 2017.

2.2.4 Supporting community bodies to participate – is a key component of the Empowerment Act in general and specifically in relation to Community Planning. The Partnership will have a duty to support community bodies to participate at all levels therefore it is particularly important for new local arrangements for community planning to be established as organising this will be best done at a local level.

2.3 *Community Planning duties through Public Bodies (Joint Working) (Scotland) Act 2014 and the Requirements for Community Learning and Development (Scotland) Regulations 2013.*

2.3.1 The Public Bodies legislation establishes the new arrangements for the integration of health and social care services. It includes the requirement for each partnership to have a strategic plan, and in Highland this includes local plans at an area level.

2.3.2 The Community Learning and Development regulations, made under the powers of the 1980 Education (Scotland) Act, require the Local Authority to work with partners to develop local CLD plans that target individuals and groups with greatest needs. The Highland CPP has determined this should be undertaken for localities and it is possible that Locality and CLD plans may be one and the same given their focus on inequality and the most vulnerable.

3. Establishing Local Partnerships

3.1 In some parts of Highland local partnership arrangements have been established for some time and are operating well. Elsewhere, there are currently no arrangements in place and whilst it would be preferable to enable partnerships to grow organically, the joint responsibilities that local partners now have mean that there is a requirement for the CPP to establish a framework at a local level across Highland to deliver on the joint responsibilities contained within the Community Empowerment and Public Bodies (Joint Working) Acts.

3.2 The discussions so far have focused around establishing a framework at a local level, building on existing partnerships where they are in place, in order to enable local partnerships to take forward the new duties. Proposals relating to the geography around which to establish local partnerships, how to resource community planning and initial guidance for local partnerships are set out below.

4. Geography

4.1 The potential to use the geography currently in place for district partnerships has gained support. This approach would also see incorporating existing District Partnerships into the new partnership arrangements, with some proposed amendments around certain boundaries such as Assynt and Fort Augustus and including separating Nairn and Badenoch and Strathspey. While the District Partnerships were established by NHS Highland and Highland Council to support local integration, both agencies have been aware that these further requirements on Community Planning Partnerships would impact on their developing role, and this has been discussed with all Partnerships over the last two years.

4.2 The benefits of using the district geography include providing a focus for partnership activity locally, avoiding multiple meetings and alignment with operational geographies for Council and NHS children and adult services to support operations and service delivery.

4.3 The district geography does pose some challenges around the Ross and Cromarty and Inverness areas. Around Ross and Cromarty, it has been suggested that, allowing for amendments to the partnership geography for the west in relation to Assynt, it would be worth trialling this approach. In relation to Inverness, 4 potential options have emerged that have been considered by the Chief Officer's Group and the City of Inverness Area Committee. These, along with the benefits and challenges are set out below:

4.4 **Option 1 – Utilising district partnership geography**

- Would create 2 local partnerships for the Inverness area based on current district partnership geography

Benefits of Option 1

- Co-terminus with NHS and Council operational structures therefore supporting the partnerships and reducing duplication in meeting attendance.
- Support across most Partners for this geography and being able to make this work locally.
- Avoids duplication of local meetings by incorporating District Partnerships into Local Partnerships

Challenges of Option 1

- Ensuring that the geography is suited to the needs of local communities.

4.5 **Option 2 – Dividing Inverness by urban and rural**

- Create 2 local partnerships; one for urban Inverness and one for rural Inverness
Urban – wards 14,15,16,17 and part of 18 and 20
Rural – wards 13 and part of 18 and 20

Benefits of Option 2

- Separating urban/rural Inverness would result in the partnerships being able to focus on issues that suit the needs of urban and rural communities.
- Greater synergy between the communities within the Partnerships
- Police, Fire and HIE – indicate they could support this model if this was the preferred approach.

Challenges of Option 2

- It could be challenging to bring together the rural communities of east and west Inverness.
- It would result in significant challenges for NHS and Highland Council to support as it doesn't marry with current children and adult operational structures. It may require changes to operational structures if this model was preferred.

4.6 **Option 3 - Dividing Inverness by east/west and urban/rural**

- To create 4 local partnerships within Inverness – East Rural, East Urban, West Rural, West Urban

Benefits of Option 3

- Combines the benefits of both Option 1 and 2 – separates out urban and rural communities whilst retaining the link with current operational NHS and Highland Council structures.
- Makes planning more local to communities

Challenges of Option 3

- Creates an additional 2 partnerships for partners to support, bringing the total to 12.
- May be seen as overly complex. HIE has expressed concerns regarding the feasibility of this given the additional demand on resources that it makes and Scottish Fire and Rescue Service have also expressed concerns regarding this.

4.7 **Option 4 – Using the City of Inverness Geography**

- A local partnership is developed for the whole City of Inverness Area Committee area.

Benefits of Option 4

- For many partners this would be their second choice. For HIE this would be the preference given resourcing challenges.
- More feasible from an NHS and Highland Council operational perspective than options 2 and 3.

Challenges of Option 4

- Would create a very large and potentially unwieldy partnership.
- Could be more distant from communities and may make it difficult for communities to engage.

4.8 Discussions at the Chief Officer's Group have determined that it would be helpful to come to a consensual view on how to progress local planning. Although it was not every partner's first choice, the Chief Officer's Group have agreed that utilising the district geography across Highland would be helpful and this is the recommendation from this group as the preferred approach for the partnership. This would result in 10 local partnerships for Highland:

- | | |
|----------------------------------|---------------------------|
| • Caithness | • Lochaber |
| • Sutherland | • Inverness East |
| • East Ross | • Inverness West |
| • Mid Ross | • Badenoch and Strathspey |
| • Skye, Lochalsh and Wester Ross | • Nairn |

4.9 Following the discussion at the Chief Officer's Group, the City of Inverness Area Committee met to consider the four options. Members of this committee indicated that their preference for taking forward local partnerships for Inverness would be option 4 – one partnership for the whole of the Inverness City area. This would avoid dividing the city area and Members have suggested that a sub-group approach is adopted to support the delivery of activity such as Locality planning, along with children and adult planning. On this basis, this would create 9 local partnerships for the Highland area:

- Caithness
- Sutherland
- East Ross
- Mid Ross
- Skye, Lochalsh and Wester Ross
- Lochaber
- Inverness City Area
- Nairn
- Badenoch and Strathspey

4.10 It has been agreed that it will be critical to review arrangements after 12 months to establish their effectiveness and amend if necessary.

4.11 The Board is asked to note the recommendation to utilise district partnership geography for taking forward local community planning across Highland, consider the options for Inverness and ***agree the geography on which local partnerships will be established in order to take forward the Partnership's community planning duties.***

5. Resourcing

5.1 A further area for discussion around establishing local partnerships has been in relation to resourcing and how these partnerships will be supported. With 5 statutory partners now responsible for leading on community planning, there is a need to consider how this is shared across the different agencies. Two approaches have been considered by the Chief Officer's Group. These are outlined below:

5.2 Option 1 – Lead Agency Approach

- Each of the 5 statutory partners takes it in turn to Chair and provide the secretariat for the Board and COG, for one year at a time.
- Support for the Board and COG would be staggered so that different partners would be supporting only one at any one time.
- Each Partner takes responsibility for supporting 2 local partnerships. Should a model of 9 local partnerships be adopted, this will need further consideration.

Benefits

- Sharing of responsibility across the 5 statutory partners
- Not all partners have the same flexibility in providing financial resources but this allows them to deploy resources in terms of staffing
- Greater ownership across 5 partners
- This approach already works in relation to supporting Safer Highland groups.

Challenges

- Traditionally Council led therefore change in culture and approach required
- Partners will need to find some dedicated resource specifically for community planning

5.3 Option 2 – Dedicated Resource

- Each of the 5 statutory partners provides funding to employ someone to support the COG and the CPP Board.

- Partners take it in turns to Chair the COG and CPP Board
- Each partner takes responsibility for supporting 2 local partnerships

Benefits

- Dedicated resource specifically to support and drive Community Planning
- All 5 partners still responsible for leading at Board, COG and local level

Challenges

- Some partners will struggle to provide a financial resource
- Potential that a separate resource means that community planning continues to be seen as separate and not core to an organisation's business i.e. the day job.

5.4 It is the recommendation of the Chief Officer's Group that a lead agency approach be adopted for resourcing at Board, Chief Officer and Local Partnership level. The benefits of this approach result in the sharing of responsibility across the five statutory partners, providing greater ownership around community planning.

5.5 The partner supporting at a local level would provide the secretariat support for the partnership, Chair the meeting and be responsible for driving forward the local agenda. Each local partnership would have a place on the CPP Board to ensure links are established between local and strategic level.

5.6 Joint resourcing is one of the main features of the new Community Planning duties and how the Partnership shares and deploys resources in order to address its shared priorities will be a consideration in coming months.

5.7 The Board is asked to ***agree how to support the Partnership at Board, Chief Officer and local partnership level.***

6. Local Partnership Guidance

6.1 The Chief Officer's Group has also considered how best to support local partnerships. It is important to enable flexibility to allow partnerships to develop and meet the needs of local communities but there are statutory requirements that partnerships will need to deliver on and it will be important to provide local partnerships with guidance.

Initial discussions have suggested that early guidance should contain the following:

6.2 *Name*

- Each local partnership adopts the name Community Partnership and to prefix it with the locality name i.e. Caithness Community Partnership, Sutherland Community Partnership etc. This moves away from the use of 'planning' in any name which has resulted in confusion in the past but emphasises the importance of community given the new rights afforded to community bodies.

6.3 *Membership*

- All 5 statutory partners – Scottish Fire and Rescue service, HIE, Highland Council, NHS Highland, Police - and Third Sector representation arranged by the Highland Third Sector Interface at each Local Partnership
- Other 10 named partners would attend as and when required on a thematic basis
- Local partnerships to determine other organisational representation including community organisations
- All partners have shared and equal responsibility

6.4 *Core Remit*

- Developing Local Plans for Children and Adults – statutory
- Develop Locality Improvement Plans/CLD plans focusing on communities facing the greatest level of inequality as a result of socio-economic disadvantage - statutory
- Identify local actions and priorities

6.5 *Meetings*

- Local partnerships meet no less than 4 times annually
- Consider taking a thematic approach to meetings
- Scrutiny of local plans should be action focused and based on evidence
- Meetings should be in public but not public meetings. There should be the opportunity on each agenda for members of the public to ask questions/raise any points.

6.6 *Links between Strategic and Local Partnerships*

- Each Local partnership will nominate a representative to sit on the CPP Board. In most circumstances this will be the Chair.
- There will be regular meetings of the Chairs of each local partnership supported by the Chief Officers Group.

6.7 Beyond the areas noted above, further work is required to consider governance of local partnerships and other operational elements. There is also the need to provide frameworks to support local partnerships to develop Locality plans for their target communities and also Children and Adult plans. In addition, local partnerships will have a key role in the development of the Local Outcome Improvement Plan and work is required to ensure there are the appropriate links between local and strategic level to enable this to happen. It has also been suggested that local partnerships may welcome some support and training, building on good practice elsewhere.

6.8 The Board are asked to **agree the initial guidance developed for supporting local partnerships** noting that this will be the first of several pieces of guidance to support local partnerships fulfil their role.

7. Next Steps

7.1 Establishing local partnerships is the first step in taking forward the duties outlined in section 2. The new approach to community planning is a significant change for all partners and work will be ongoing to take this forward over the coming year. As noted at paragraph 4.10, there will be a need to review arrangements after 12 months to ensure that the framework in place is working effectively for partnerships locally.

8. Recommendation

The Highland Community Planning Partnership Board are asked to:

- agree the geography for establishing local partnerships set out in section 4;
- agree on how to resource community planning at a Board, Chief Officer's Group and local partnership level outlined in section 5; and
- agree the initial guidance to support local partnerships outlined at section 6.

Date: 16.6.16

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Appendix 1: Highland Levels of Community Planning

Highland Levels of Community Planning

