

## PERTH AND KINROSS COUNCIL

18 NOVEMBER 2015

## Community Planning: The Journey Over The Next 5 Years

## Joint Report by Senior Depute Chief Executive (Equality, Community Planning and Public Service Reform) and Depute Chief Executive (Corporate and Community Development Services)

**PURPOSE OF REPORT**

This report sets out recommended changes to the governance and delivery arrangements for the *Community Plan 2013-23*, at both strategic and local level. These changes are proposed to ensure we are best placed to continue delivering better outcomes for people in Perth and Kinross over the next 5 years.

**1. BACKGROUND**

- 1.1 [Report No 13/479](#), approved by the Council on 2 October 2013, set out recommended changes in the Community Planning Partnership (CPP) governance structure and a strengthened approach to locality working. These changes were necessary to support delivery of the *Community Plan 2013-23*, approved by the CPP and the Council in June 2013 ([Report No 13/333](#) refers).
- 1.2 Key recommendations approved by the Council at that stage were:
- (a) A new governance framework for the CPP, including the creation of 4 Outcome Delivery Groups (ODGs) directly accountable to the CPP Board for delivery of Community Plan outcomes and priority actions.
  - (b) Creation of the Community Empowerment Working Group (CEWG) to provide expert advice to the CPP Board on emerging policy/best practice on community empowerment.
  - (c) Key principles for locality working within the Council. These are restated at **Appendix 1**.
  - (d) A development programme for elected members to continue the dialogue about strengthening community engagement. A number of development sessions have been delivered since 2013 and the CEWG includes elected members.

**2. DRIVERS FOR CHANGE**

- 2.1 Since these recommendations were approved in 2013, the wider Public Service Reform (PSR) landscape has developed much further. Impetus is increasing around creating local public services which respond to the challenge of the 2011 Christie Commission findings: services which are genuinely designed and delivered around the needs of the individual, the family and the community, and where traditional professional boundaries and silos are irrelevant.

- 2.2 PSR is being implemented via health and social care integration; increased focus on the principles of Getting It Right for Every Child (GIRFEC) via the Children and Young People's Act; and a drive to increase attainment via the Education Bill. A more integrated Community Justice model, as a statutory element of the Community Planning framework, is also forthcoming via the Community Justice Bill.
- 2.3 The 2014 Programme for Government built on the existing National Purpose and Outcomes, with a focus on making Scotland fairer for all by raising attainment, the Living Wage, and other key measures. The 2015 Programme for Government, published in September 2015, further consolidates the focus on tackling inequality, setting out key principles of delivering greater prosperity; ensuring fairness in the distribution of wealth, resources and opportunities; and encouraging participation by all citizens in the debates and decisions that affect them.
- 2.4 The scale of ambition for community empowerment is now very apparent, via the Community Empowerment (Scotland) Act which gained Royal Assent in July 2015. In common with other PSR legislation, the Act is intended to create a renewal of local democracy and citizen participation. It creates new rights for citizens to participate in the planning, delivery and scrutiny of local public services, and new opportunities for communities to lead local services and projects where they can do so more effectively and responsively than public agencies. **Appendix 2** sets out the key provisions of the Act.

This report is the proposed strategic framework for responding to the duties contained in the legislation. It sets a direction of travel which will require more detailed implementation planning and further consultation with elected members and community planning partners.

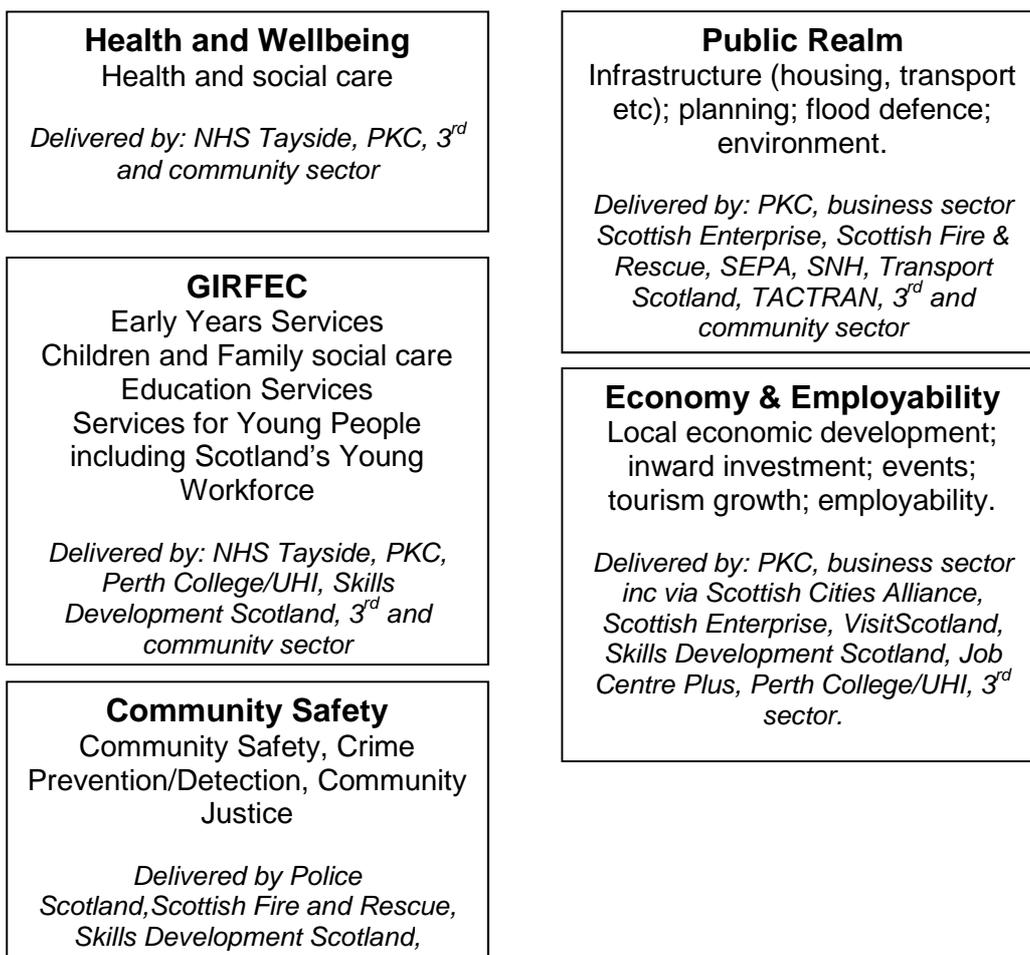
- 2.5 The Community Empowerment Act creates a new statutory duty on CPPs to tackle inequality; a significantly stronger duty than the existing duty to promote the well-being of communities. Specifically, it creates a new duty on CPPs to develop, publish and implement Local Outcome Improvement Plans (LOIP) setting out how CP partners will tackle stubborn inequalities. These new duties will be enacted in spring/summer 2016. At strategic level, the Community Plan/SOA, will in practice, evolve into the LOIP (it is not necessary for the title of the Plan to change). At local level, the CPP must be able to demonstrate a clear link between the strategic priorities of the LOIP/SOA as set by the CPP Board, and frontline delivery through local officers across all CP partners, working alongside their communities. For this reason the Act requires CPPs to prepare Locality Plans, showing how inequalities will be tackled through effective local integrated joint working. Locality Plans should be targeted where stubborn inequalities persist within localities or communities of interest.

- 2.6 In summary, the Community Empowerment Act and the wider focus on citizen rights within all PSR legislation mean a significant shift from current ways of working. This shift will entail building on and strengthening the existing role of members, as the democratically elected representatives of their local communities, and corresponding new ways of working for officers, across all public services. This shift presents a challenges to current norms, but also an opportunity to reposition public services to continue delivering better outcomes for people and communities in ways which make best use of finite resources and draw on the talents and strengths of communities themselves. There is a bedrock of experience amongst the CPP partners in Perth and Kinross to realise this ambition. The roles of the CPP (strategically and locally), elected members, the Council as lead facilitator of the Community Planning process and of all CP partners will be fundamental to success.
- 2.7 This report sets out the implications of the drivers for change described above, and sets out proposals for how the current CPP operating and governance arrangements could develop in order to strengthen community planning at locality level, ensuring the strategic priorities set by the CPP Board are well informed by strong intelligence about the priorities and needs of local communities, and that frontline staff working across the CPP are authorised and empowered to respond effectively to locality requirements. The scale of change required, notwithstanding the strong foundations on which the CPP is based, is significant for all involved.
- 2.8 This report is therefore intended as a starting point for making change happen successfully. It recommends the key strategic principles for CPP operations and governance, within which we can start to put local community planning arrangements in place, and set a clear direction of travel for the CPP to fulfil its strengthened role and responsibilities over the next 5 years. If Full Council agrees these recommendations, detailed planning to establish local community planning partnerships will be completed between now and March 2016, in further consultation with elected members and wider CP partners. Implementation is then proposed to start in April 2016, ensuring the CPP is well positioned to deliver on its new statutory duties from summer 2016.
- 2.9 The following sections of this report therefore set out proposed key strategic principles for the operation and governance framework of the CPP in respect of:
- (a) How integrated public services could be planned at strategic level (**Section 3**)
  - (b) How integrated service delivery could operate in localities across Perth and Kinross, including community engagement (**Section 4**)
  - (c) Consequential governance changes for the CPP at strategic and local level (**Section 5 and 6**)
  - (d) Performance and accountability arrangements (**Section 7**)
  - (e) The role of the Council and elected members (**Section 8**)
  - (f) Organisational Development implications (**Section 9**)

### 3. INTEGRATED SERVICE PLANNING AT STRATEGIC LEVEL

- 3.1 Integrated public services must operate effectively at a strategic level, i.e. with an area-wide perspective across Perth and Kinross, if they are to deliver the high level outcomes set out in the Community Plan/LOIP. As **para 2.5** explains, the CPP must be able to identify and take action to address stubborn inequalities where these persist, either at area-wide level, in defined geographic localities, or amongst communities of interest.
- 3.2 With the advent of integrated adult health and social care, the accountability and delivery arrangements for health and social care services have changed dramatically. The new Integration Joint Board (IJB) will be accountable for delivering integrated services in line with both national and local targets for health and social care. The IJB replaces the Health and Social Care Pathfinder Board as one of the current CPP Outcome Delivery Groups. The IJB Chief Officer will be accountable to the IJB Board and Chief Executives of NHS Tayside and Perth and Kinross Council for delivery, managing a single budget created from existing NHS Tayside and Perth & Kinross Council budgets. The Integration Framework prepared for health and social care provision in Perth and Kinross defines 3 locality areas within which services will be planned and delivered, and within which community engagement is being undertaken.
- 3.3 The integrated strategic planning of Health and Social Care was underpinned by legislation. The Community Justice Bill will also require the creation of a statutory Community Justice Partnership as part of the CPP structure, responsible for community safety and the wider criminal justice system within the local authority area. The implementation of the Children and Young People's (Scotland) Act 2014 has required increased integration of services to deliver statutory duties in regards to meeting the needs of children and young people, with an increased focus on Getting It Right for Every Child (GIRFEC). The Education Bill (2015) aims to drive an increase in educational attainment. PSR reflects a national commitment to strategic integration, much of it underpinned by legislation. This provides both a challenge and an opportunity to deliver strategic integration in other areas of public service.

This shift towards strategic integration means change is required to the current CPP governance framework, including the 4 Outcome Delivery Groups. Recommended CPP governance changes are set out in sections 5 and 6. In relation to the major integrated functions in Perth and Kinross, these can be summarised as follows:



3.4 Each of these strategic functions can be linked to existing Outcome Delivery Groups and partnership structures, as follows:

- (a) The Health and Social Care Pathfinder/CPP Outcome Delivery Group will become the Integration Joint Board for **Health and Social Care**.
- (b) The Children, Young People and Families Partnership (also a CPP Outcome Delivery Group) will become the **GIRFEC** Group.
- (c) The Community Safety function of the existing Community Safety and Environment Outcome Delivery Group will have responsibility for **Community Safety** and fulfil the duties of the Community Justice Partnership.
- (d) The Economy and Lifelong Learning Outcome Delivery Group will retain its focus on **Economy and Employability** with no changes to the multi-agency Employability Board or the Perth City Development Board.
- (e) The Environment function of the Community Safety and Environment Outcome Delivery Group, will become a new **Public Realm** Group.

#### 4. INTEGRATED SERVICE DELIVERY AND COMMUNITY ENGAGEMENT AT LOCALITY LEVEL

- 4.1 As outlined in para 2.5 and **Appendix 2**, the Community Empowerment Act places new statutory responsibilities on CPPs to ensure that stubborn inequalities in localities are effectively tackled. Necessarily, this means defining geographic localities. The Act requires that action to be taken by the CPP must be set out in a Locality Plan, linked to the Community Plan/SOA which sets the high-level strategic outcomes for the CPP area as a whole.
- 4.2 In order to maintain this 'golden thread' between the strategic outcomes set out in the Community Plan/SOA and the Locality Plan, these key components must be in place:
- (a) **Local Community Planning Partnerships** which oversee the development and delivery of Locality Plans to tackle inequalities, for which they are accountable to the CPP Board.
  - (b) **Shared principles for local delivery**, which all CPP partners understand and sign up to.
  - (c) **Locality areas** within which local public services can plan and operate effectively.
  - (d) **Integrated local delivery teams**, capable of delivering Locality Plans
  - (e) **Local data profiles ('Stories of Place')** which provide a strong evidence base about local assets, public service resources, priorities, and needs.
  - (f) **Effective community engagement** which supports a shift from engagement to active participation by citizens in local public service design, delivery and scrutiny.

#### 5. Local Community Planning Partnerships

- 5.1 Out of the 32 Councils in Scotland, approximately 14 have some form of local community planning partnership arrangements in place. For example the City of Edinburgh Council has Neighbourhood Partnerships based on multi member wards who meet 4 times per year, with a strong focus on environmental and community safety issues, local community events and support for the 3<sup>rd</sup> sector. East Ayrshire's Vibrant Communities programme has established local Community Steering Groups and a community led action plan is in place which has driven forward initiatives like volunteer recruitment programmes. Across the 14 examples, typically community planning partnerships arrangements have between 4 and 6 localities comprising of multi member wards.
- 5.2 In developing Local Community Planning Partnership (LCPP) arrangements in Perth and Kinross, it will be important to build on existing community networks and local infrastructure where these already exist and are working successfully in localities. Equally, it will be important to consider how networks can be strengthened in some areas to ensure LCPPs are genuinely representative of a range of community perspectives, priorities and needs. For this reason it is recommended that further consultation with ward members is

carried out to identify what will work best in each locality and that the results of this are discussed at the Modernising Governance Member Officer Working Group (MOWG).

- 5.3 It is proposed that these local CP Partnerships comprise:
- (a) All elected members for the multi-member wards in the locality;
  - (b) Senior officers from services in the locality;
  - (c) Community representatives; and
  - (d) Representatives from other forums and networks active in that area.

Mechanisms to determine how community representatives are nominated to the local Community Planning Partnership, to ensure a balance between existing forums/networks alongside wider community voices and perspectives will be developed as part of the detailed implementation plan to be completed by April 2016.

- 5.4 Initial draft proposals have been presented to the CPP Board (4 September 2015) and Modernising Governance MOWG (29 October 2015) and will be presented at the Community Planning Partnership Executive Officer Group (CPPEOG) meeting on 20 November 2015. The Community Empowerment Working Group (CEWG) has already discussed the principles of effective community engagement and, throughout its work since its establishment in April 2013, has identified a range of locality working arrangements in Scotland, the UK and internationally. (see **Appendix 4**). Briefings and workshops have already been held with elected members to discuss the proposals and preferred locality boundaries.

### **Defining Localities**

- 5.5 There is no 'ideal' definition of localities which will be co-terminus with the administrative boundaries already used by the Council and other CP partners; the aim is to agree localities which are not so small as to make the planning and delivery of public services fragmentary and inefficient, nor so large as to lose a genuine local perspective and knowledge. The localities will be of a scale to facilitate planning and accountability and community participation while recognising that communities will always self-define (villages, neighbourhoods, streets, communities of interest).

It is recommended that the principles set out in **para 4.2 and 5.6** are used to help determine the locality areas. The schematic which follows in this paper is an exemplar of a 5 locality model defined in the first instance for Perth & Kinross. These will be starting points: as our experience of locality working develops over time, there will always be scope to review, change and amend boundaries as required. As stated, consultation will be carried out with all ward Councillors to help define the locality areas which will be the starting point for this new way of working.

## Shared principles

- 5.6 Shared principles for locality working were approved by Council in October 2013 ([report 13/479](#) refers). These are restated at **Appendix 1**. As that report set out, the approach is not about imposing rigid 'one size fits all' structures across all localities in Perth and Kinross. Experience in locality working across the Council since 2013 has highlighted that key success factors include:
- (a) Planning and delivery at a manageable scale – not so small as to reduce economies of scale, nor so large as to lose sight of what differentiates one locality from another;
  - (b) Engaging communities alongside public services so that the latter are well informed by local intelligence about priorities and needs;
  - (c) Promoting flexibility and a 'can do' mind-set, and delegating authority to front line workers to develop solutions; and
  - (d) Promoting joint resourcing arrangements, to allow public money, skills, time, buildings and other assets to be pooled and aligned to local needs and priorities. Joint resourcing will be increasingly critical as public finances continue to be squeezed over the next 5 years.

## Locality Teams

- 5.7 Strong locality working arrangements already exist across some key services operating in Perth and Kinross. For example integrated Health and Social Care teams; integrated Communities Services locality teams; Local Management Groups of primary and secondary school senior managers; and locality-based Roads and Transport Teams. These teams are currently based around individual services and as yet are not fully integrated across the partnership. However, these arrangements can be built upon to integrate wider Council services, and CP partners.
- 5.8 If the proposals set out in this report are agreed relevant locally-based officers from the Council and CP partners will be asked to work together in the Locality Team, with joint responsibility for:
- (a) Developing the locality profile/Story of Place which identifies local priorities and needs. (**see para 5.12**);
  - (b) Co-ordinating an integrated partnership response and involving communities, as set out in the Locality Plan;
  - (c) Participating in and reporting to the local CP Partnership on progress with delivery of the Locality Plan;
  - (d) Building and maintaining strong links with the local community; and
  - (e) Responding to emerging issues within the locality.
- 5.9 A nominated Locality Lead would be responsible for coordinating the Locality Team and overseeing the development and implementation of the Locality Plan. Their responsibilities for local community planning would include liaising with ward Councillors and overseeing service delivery, co-ordinating community engagement, providing leadership and direction for Locality Teams and providing regular reports to the local CP Partnership. This might

be a Council employee (for example, a Campus Leader or Service Manager) or a senior operational manager from a CP partner (for example, a police inspector). Representatives from the locality team should also attend and support the local CP Partnership.

- 5.10 Locality Teams would focus on the key issues within their locality, as identified by the Story of Place and in consultation with the wider community. An integrated partnership response to local needs and priorities is most likely to be effective where there is, significant community involvement: for example, developing solutions to reduce the social isolation of older people, or tackling anti-social behaviour. Issues with potentially significant policy implications or which can potentially be more effectively addressed at an area-wide level would be escalated to the relevant Outcome Delivery Group, and from there to the CPP Executive or CPP Board if necessary. The role of the CPP Community Empowerment Working Group would remain as providing advice on effective community empowerment practice from across Scotland, the UK and internationally, and providing constructive challenge to the CPP as required on the empowerment agenda.
- 5.11 Locality Teams will work on the principles of strong locality working outlined in **Appendix 1**. Job profiles for some Council staff moving into more integrated locality structures will need to be revised; this has already taken place in a number of teams. The emphasis will be on creating local Community Planning Partnerships and supporting staff to integrate their work at locality level, building on existing relationships. The aim is to minimise disruption for staff which might distract from delivery, whilst strengthening the shared focus across Council teams and CP partners on local priorities.

### **Local Profiles: 'Stories of Place'**

- 5.12 A strong evidence base about local priorities and needs is fundamental to effective local community planning: this is referred to as the locality profile, or 'Story of Place'. These are already under development via a work stream which is being overseen by the CPP Community Empowerment Working Group (CEWG). The recent Place Based Scrutiny exercise in Eastern Perthshire identified the key data and evidence for effective local community planning. A strong 'Story of Place' comprises three key ingredients:
- (a) data (such as social care and health statistics, demographic data, or crime levels);
  - (b) information about assets that already exist in the community (such as community networks, or services available); and
  - (c) local intelligence (such as local identity, history, talents and skills, sources of community pride, or issues that are important to residents).

All three ingredients are required to ensure the Locality Team can pinpoint stubborn inequalities where these persist, and the best preventative action to address them.

## **Effective community engagement and active citizenship**

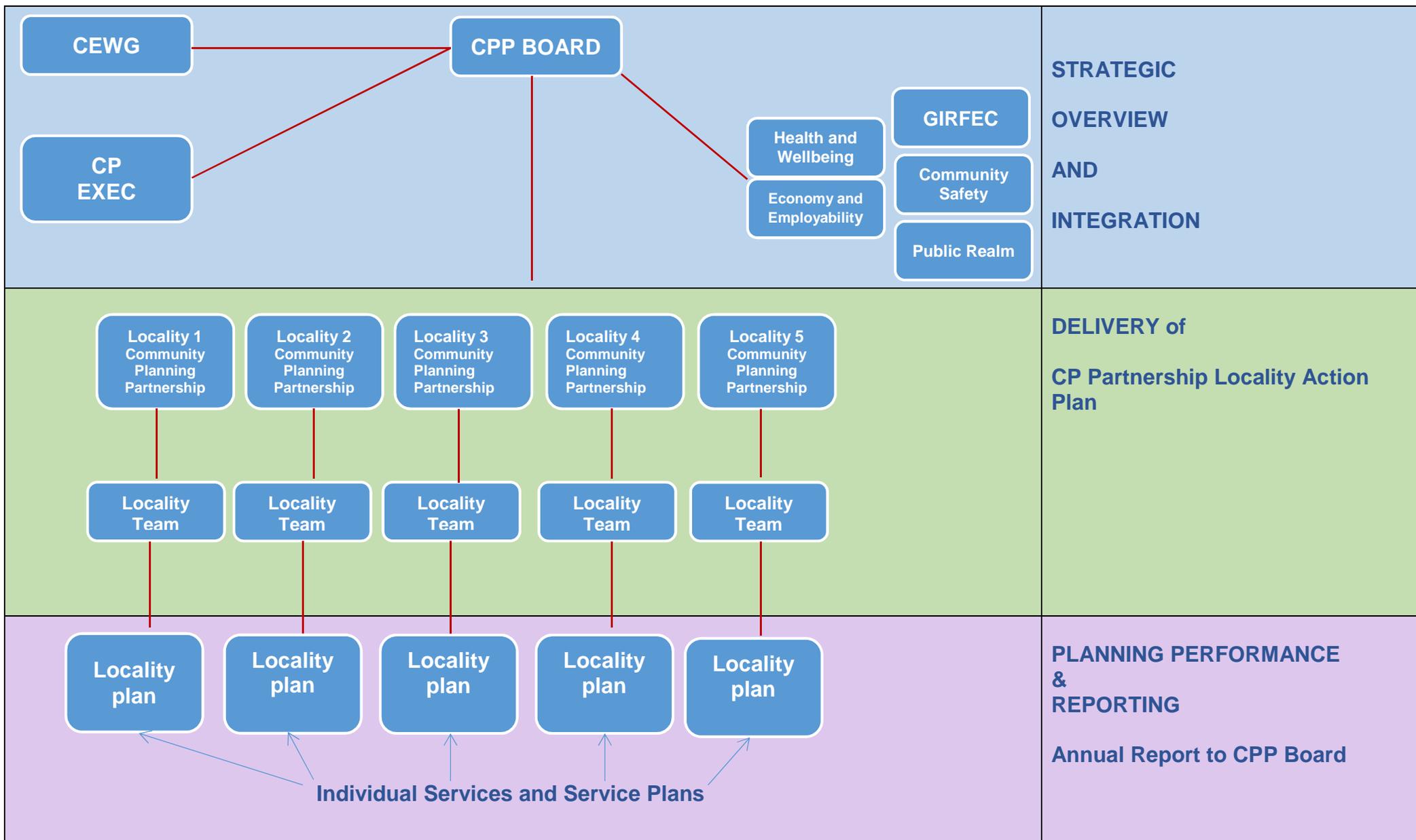
- 5.13 Significant experience and skills already exist across the CPP in relation to community engagement. Good practice examples include the positive engagement which took place as part of the integration of health and social care services; TES officers working alongside communities for locality environmental place checks; and nearly 9,000 citizens engaged in the most recent 'Big Listen' which informs the planning and delivery of culture services. Community capacity building staff work with communities on a range of issues which matter locally. The opportunity now is to move beyond engagement and to support active citizenship and participation.
- 5.14 In order to ensure that Local Community Planning Partnerships are genuinely representative of a range of community perspectives, community development staff across the CP partners will continue to work on developing active citizen participation in all localities using a variety of mechanisms including Community Councils, Development Trusts and other community-led networks and initiatives. Evidence from community consultation on Health and Social Care integration in the Highlands locality demonstrated that people who were previously uninvolved in their local community were willing to become active and make a positive contribution if approached in the right way. There are numerous examples from across Perth and Kinross, such as Letham Climate Challenge and Stanley Development Trust, where communities, with support from CP Partners have organised themselves to make a significant contribution to their own community and outcomes for individuals and families.
- 5.15 With £150,000 of funding allocated by the Council in the 2015/16 budget process, the CPP has commissioned PKAVS to deliver a citizen engagement programme which enables a demonstrable shift to active participation in local services, supports community empowerment and helps develop the Stories of Place, identifying assets within communities. This programme will be tailored to support implementation of the principles set out in this report and the creation of local Community Planning Partnerships, and delivered from April 2016 onwards. The CPP, via the CEWG, is also focusing on how the CPP promotes the shared values of CP partners to citizens and the concept of 'total public services' for Perth and Kinross. This work will also promote participation opportunities for citizens, including existing opportunities like volunteering and community events, and new participation opportunities where relevant.

### **Summary: recommended future operating principles for the CPP at strategic and locality level**

- 5.16 The schematic chart below is an exemplar of how the CPP could potentially operate in future at the three key levels required, and which should be mutually reinforcing:

- The 'whole systems' perspective of the CPP Board, as strategic commissioner of action across the CPP area to deliver strategic outcomes and tackle inequalities
- The integrated service functions (Outcome Delivery Groups) which plan and deliver services across the area which achieve the strategic outcomes
- The local community planning partnerships which deliver integrated services on the front line at local level, and inform the CPP Board of changing and developing local priorities and needs.

### Exemplar of 5 Locality Model in Perth and Kinross



## 6. THE COMMUNITY PLANNING PARTNERSHIP: RECOMMENDED GOVERNANCE CHANGES

6.1 The purpose of Community Planning is to plan and deliver public services which improve outcomes for people in the local authority area. Local outcomes must in turn contribute to National Outcomes. By creating new statutory duties for the CPP, there are consequential changes required for both the operating framework (outlined and proposed above) and the governance framework. This section proposes recommended changes to governance at different levels of the CPP

### The statutory requirements on CP partners.

6.2 Public services falling within the remit of Community Planning are those delivered by the Council, on behalf of the Council (for example through a Trust or other arms-length provider) or by partner agencies. Partner agencies which must, by law, participate in Community Planning are:

- Further and Higher Education colleges
- Police Scotland
- Scottish Fire and Rescue
- The Health Board, and the Integrated Joint Board established to oversee integrated health and social care provision
- Scottish Enterprise
- National Park Authorities (where applicable)
- SEPA
- Scottish Natural Heritage
- Sportscotland
- Regional Transport Partnerships
- VisitScotland.
- Skills Development Scotland

6.3 Participation in Community Planning does not just mean attendance at CPP meetings or necessarily require a seat on the CPP Board. It does mean making an active contribution to the planning and delivery of improved outcomes. For example national agencies like Scottish Enterprise and Sportscotland have put “portfolio management” arrangements in place, in which senior officers in an organisation each hold a portfolio of a number of key contacts on a regional basis, and are responsible for effective relationship management with all those contacts. This ensures they are adequately represented at local CPP level and contributing to local outcomes as appropriate. Alongside statutory partners, the 3<sup>rd</sup> sector, the business sector, and communities themselves are fundamental to delivering improved outcomes for local people. A continued focus on joint resourcing at strategic and local level will be increasingly important for all CP partners, alongside the joint resourcing already in place for health and social care.

6.4 The scale of PSR set out in the introduction to this report requires us to review and refresh the current CPP governance in Perth and Kinross. **Appendix 3** sets out the current CPP governance structure and **Section 5** sets out the proposed structure which includes local Community Planning Partnerships.

## 6.5 Accountability levels across the CPP

### **CPP Board:**

- (a) Maintains a 'whole systems' overview of how integrated services across the CPP are operating strategically and locally and delivering the outcomes set out in the Community Plan/(Local Outcome Improvement Plan (LOIP));
- (b) Is held to account for delivery of the Community Plan/LOIP;
- (c) Oversees the production of Locality Plans where it has identified the need to tackle stubborn inequalities;
- (d) Commissions targeted interventions to tackle stubborn inequalities where these are identified;
- (e) Utilises joint resourcing to commission new integrated delivery models, including community led services; and
- (f) Chairs of the Local Community Partnerships may be invited to attend or can attend as observers, alongside some key CPP Partners listed in **Para 6.2**.

### **CP Executive:**

- (a) Is accountable to the CPP Board on progress to deliver improved outcomes at locality level, as set out in the Community Plan/LOIP;
- (b) Oversee delivery progress by the Outcome Delivery Groups against the strategic objectives and local outcomes set out in the Community Plan / LOIP; and
- (c) Recommend any action required to the CPP Board to overcome barriers to delivery, where these arise.

### **Community Empowerment Working Group:**

- (a) Provides strategic advice to the CPP Board on emerging best practice in relation to CE and
- (b) Supports the shift from community engagement to active community participation in local public service planning and delivery through its Action Plan.

### **Outcome Delivery Groups:**

- (a) Plan, oversee and be accountable for delivery by Community Planning partners of key actions which support the relevant Community Plan/SOA strategic objectives and local outcomes;
- (b) Ensure actions are well aligned to relevant Community Plan/SOA strategic objectives and local outcomes (as set out in the relevant Timeline/Key Milestones section of the Community Plan/SOA), and prioritised accordingly;
- (c) Advise on, and be accountable for, how resources are aligned and allocated across Community Planning partners to support delivery of key actions;
- (d) Liaise with the Community Empowerment Working Group and CP Partnerships to ensure communities and wider stakeholders are

- systematically engaged in the planning and delivery of the CPP's strategic objectives and local outcomes; and
- (e) Ensure the effective management of performance and risk in relation to delivery of the strategic objectives and local outcomes for which the ODG has oversight.

### **Local Community Planning Partnerships:**

- 6.6 As described above, the Council and other Community Planning Partners will retain statutory responsibilities for policy development, implementation and service delivery. However as the Local Community Planning Partnership arrangements develop, opportunities for appropriate delegated flexible decision making can be identified and introduced. There will need to be a consistency of approach in delegated decision-making across all the LCPPS to ensure equity and transparency for communities about how decisions are made at local level. The authorising environment for CP partner staff, and the type and level of decisions they are able to make in order to respond flexibility to different community needs, must also be clear and consistent. Developing this new authorising environment will be a key work stream within the implementation plan to be developed between now and April 2016, again in consultation with elected members and wider CP partners. The Local Community Planning Partnerships will report, via their Chairs, to the CPP Executive and will be accountable to the CPP Board.

## **7 PERFORMANCE AND ACCOUNTABILITY**

- 7.1 Despite the scale of PSR outlined in this report, different accountabilities for different public services will remain. For example Councils will continue to monitor and report on service delivery to formal Council Committees and Police Scotland will continue to be accountable directly to Parliament for keeping people safe. Governance and structure change must reflect and take account of these ongoing requirements. As the 2012 *Statement of Ambition for Community Planning* sets out:

*The unique responsibilities of CPPs require strong governance and accountability arrangements, which must complement other arrangements such as the accountability of NHS Boards to Ministers. CPPs must be genuine Boards with all the authority, behaviours and roles that implies for them and constituent partners. That will mean clear joint and collective accountability for delivery, and CPPs will be expected to hold all partners to account for their contribution to local planning.*

- 7.2 At **strategic level**, the future accountability and reporting arrangements for delivery of the Community Plan/Single Outcome Agreement (SOA)/Local Outcome Improvement Plan (LOIP) are proposed as:

- (a) Annual reporting of high level progress against delivery of the SOA/LOIP to CPP Board, in line with current reporting arrangements; and
- (b) The 5 Outcome Delivery groups will present one consolidated annual progress report to the CPP Board. The ongoing role of Council Committees remains central to the scrutiny of Council service performance.

- 7.3 At **local level**, the future accountability and reporting arrangements for delivery are proposed as:
- (a) Local CP Partnerships will provide a progress report based on their locality and co-authored by local elected members, officers and communities;
  - (b) The Locality Profiles/‘Stories of Place,’ which will be accessible online and updatable in real time; and
  - (c) Annual ‘Place Events’ in each of the localities, bringing services and communities together to review delivery progress and discuss local priorities, celebrate success, develop collaborative thinking with communities about future action; and continue to promote active engagement by citizens in local projects and initiatives.
  - (d) Arrangements for ongoing monitoring and reporting of delivery progress to the CPP Board by the Locality Teams and Local CP Partnerships will be developed as part of the detailed implementation plan (see **para 6.5**).
- 7.4 CPPs are subject to external audit by Audit Scotland, and scrutiny/audit processes are also evolving within the Public Service Reform programme to take account of the strengthened role and responsibilities which CPPs are expected to play in delivering the most significant change in public services since the post-war era. External scrutiny of public services (via Audit Scotland and various inspection agencies) will increasingly focus on the ‘total impact’ of integrated services rather than scrutinise individual services like housing, education and social care. In view of these changing arrangements, we need to review our public performance reporting framework to ensure a more integrated approach. The ‘PKC Performs’ framework will be further developed, via ‘open access data’ initiatives, incorporated in the Transformation Programme, to make public performance reporting increasingly transparent and accessible for the public and auditors alike.

## **8 THE ROLE OF ELECTED MEMBERS/POLITICAL STRUCTURES**

- 8.1 Elected members currently have a dual role: representing their constituents in their wards, and setting corporate strategic objectives for the Council which they oversee through the Council’s democratic structure for decision-making. In addition, members may chair the partnership groups which oversee the 5 Outcome Delivery Group (Integration Joint Board, GIRFEC, Community Safety, Public Realm, Economy and Employability).
- 8.2 Elected members would play a crucial role in the development and effective functioning of the local CP Partnerships. Elected members may Chair local CP Partnerships and they should also meet, alongside Senior Officers from those localities, to form the CP Executive who will oversee progress within localities and identify Perth and Kinross wide issues which can then be escalated to the relevant strategic service areas and the CPP Board for further discussion and action. It will be for each individual CP Partnership to agree on arrangements for electing Chairs and length of service.

8.3 Members are central to community empowerment because they have a depth of knowledge and understanding of their communities which is different to that of officers. The proposed Locality Teams would be expected to work closely with ward members on community engagement which supports and informs effective local community planning.

## 9. ORGANISATIONAL DEVELOPMENT

9.1 Within the Council, our Organisational Development Framework supports a shared point of reference for transformation and cultural change, setting out what is important at individual, team, Service and corporate level, building on the existing strengths of the CPP. Other CP partners will be considering the OD implications of ongoing PSR and the strengthened duties on CPPs resulting from the Community Empowerment Act. OD is itself a potential key area for future joint resourcing arrangements across the CPP.

9.2 This paper sets out proposed changes to the structural and governance arrangements relating to the CPP. However, it is people who deliver change, and it is through their talents and ambitions that real improvements in services and outcomes will continue to be made. Therefore, we have to think beyond structure, and make sure that the collective organisational systems nurture the right cultural conditions to support new ways of thinking and working, and this is of particular note, given the range of organisations involved, each with their own delivery frameworks, accountabilities and ways of working.

9.3 Going forward, there will be an increased focus on locality and integrated working (including joint resourcing and community engagement), community empowerment, and an authorising environment for employees. This will require those working within the CPP to retain and expand their professional expertise, whilst at the same time operating across professional and service boundaries, alongside local communities and colleagues from different disciplines.

9.4 Developing a shared commitment and understanding of **what** is important, and **how** this will be achieved is crucial. Organisational infrastructures and systems need to collectively evolve and align, to enable people at every level across the CPP to embrace new ways of thinking and working, and put them into practice, in service of the communities of Perth and Kinross.

9.5 Within the Council, our Organisational Development Framework supports a shared point of reference for transformation and cultural change, setting out what is important at individual, team, Service and corporate level. Building on the existing strengths of the CPP, the CPP Executive Group will collectively use the Framework at a systemic level to develop a shared vision and ethos for thinking and working together, specifically in connection with the opportunities identified in **section 5**. This will set a clear direction in terms of how the cultural conditions within each of the CPP organisations need to evolve, to ensure the delivery of the future model of public service working.

9.6 To ensure all development needs of staff, elected members and communities are met a detailed implementation plan will be developed. This implementation plan will also detail the membership of the CP Partnerships, communication and engagement plans with communities, links with existing locality partnerships and forums and governance and accountability arrangements. It is proposed that implementation of these working arrangement commences in April 2016.

## 10. CONCLUSION AND RECOMMENDATIONS

10.1 This report sets out the changing landscape of public sector delivery and the significant drivers for change to which the Council and its CP partners need to respond. It notes the strong bedrock of integrated working in place across the CPP and the Council, and identifies the key requirements for further change and improvement to ensure public services are best placed to continue delivering better outcomes for people in Perth and Kinross – at strategic and local level.

It is recommended that the Council:

- (a) Notes the continued progress of the Public Service Reform agenda in Scotland;
- (b) Notes the new duties required of CPPs resulting from the Community Empowerment Act, as set out in **Appendix 2**;
- (c) Approve the proposed changes to operating principles and CPP Governance arrangements as set out in this report.
- (d) Instructs the Senior Depute Chief Executive and Depute Chief Executive to complete consultation with ward members on locality areas by December 2015 and to report back in the first instance to the Modernising Governance Member/Officer Working Group.
- (e) Instructs the Senior Depute Chief Executive and Depute Chief Executive to implement these changes with effect from April 2016 and provide a further progress update to Council in October 2016.

### Author(s)

| Name            | Designation  | Contact Details |
|-----------------|--|-----------------|
| Fiona Robertson | Head of Public Service Reform, Culture & Community Development | 76270           |
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### Approved

| Name        | Designation                   | Date             |
|-------------|-------------------------------|------------------|
| John Fyffe  | Senior Depute Chief Executive | 9 November 2015  |
| John Walker | Depute Chief Executive        | 10 November 2015 |

## 1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

| <b>Strategic Implications</b>                       | <b>Yes / None</b> |
|---|-------------------|
| Community Plan / Single Outcome Agreement           | <b>Yes</b>        |
| Corporate Plan                                      | <b>Yes</b>        |
| <b>Resource Implications</b>                        |                   |
| Financial   | <b>None</b>       |
| Workforce   | <b>None</b>       |
| Asset Management (land, property, IST)              | <b>None</b>       |
| <b>Assessments</b>                                  |                   |
| Equality Impact Assessment                          | <b>None</b>       |
| Strategic Environmental Assessment                  | <b>None</b>       |
| Sustainability (community, economic, environmental) | <b>None</b>       |
| Legal and Governance                                | <b>None</b>       |
| Risk  | <b>None</b>       |
| <b>Consultation</b>                                 |                   |
| Internal  | <b>Yes</b>        |
| External  | <b>Yes</b>        |
| <b>Communication</b>                                |                   |
| Communications Plan                                 | <b>No</b>         |

### 1. Strategic Implications

#### Community Plan / Single Outcome Agreement

- 1.1 This report relates to the delivery of the Perth and Kinross Community Plan / Single Outcome Agreement.

#### Corporate Plan

- 1.2 This report relates to the achievement of all the Council's Corporate Plan

### 2. Resource Implications

#### Financial

- 2.1 There are no financial implications to this report.

#### Workforce

- 2.2 There are no workforce implications arising from this report.

#### Asset Management (land, property, IT)

- 2.3 There are no asset management implications arising from this report.

### 3. Assessments

3.1 The proposals have been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome:

- (i) Not applicable for the purposes of EqIA.

#### Strategic Environmental Assessment

3.2 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.

This section should reflect that the proposals have been considered under the Act and no action is required as the Act does not apply to the matters presented in this report. This is because the Committee are requested to note the contents of the report only and the Committee are not being requested to approve, adopt or agree to an action or to set the framework for future decisions.

#### Sustainability

3.3 N/A

#### Legal and Governance

3.4 There are governance issues arising from this report, as set out in **section 5**.

#### Risk

3.5 The key risks associated with the recommendations in this report are:

| <b>Risk</b>                   | <b>Mitigation</b>   |
|-------------------------------|---|
| Lack of staff engagement      | Early and frequent engagement with staff on implications of the Community Empowerment Act<br><br>Regular opportunities for staff to offer their views and shape progress, and receive recognition for achievements.<br><br>Support for staff to develop their practice in joint planning with partners, and in engaging communities |
| Lack of CPP partner buy-in    | Early and frequent engagement with CPP Board on implications of the Community Empowerment Act<br><br>Policy support to CPP partner organisations in developing their responses to provisions of the Act   |
| Lack of elected member buy-in | Early engagement with elected members on the Community Empowerment Act and their role   |

|  |   |
|--|---|
|  | <p>Clear definition of elected members' role in local leadership</p> <p>Elected member involvement in all levels of proposed CPP Governance Framework</p> |
|--|---|

#### **4. Consultation**

##### **4.1 Internal**

The following have been consulted in the preparation of this report:

- Perth and Kinross Community Planning Partnership Board

#### **5. Appendices**

- Appendix 1 Locality Working Principles
- Appendix 2 Summary of Community Empowerment (Scotland) Act 2015
- Appendix 3 Existing CPP Governance Structure
- Appendix 4 Locality Community Planning Partnership Case Studies



## Appendix 1

### LOCALITY WORKING PRINCIPLES

The following key principles for locality working within Perth & Kinross Council were approved by the Council on 2 October 2013, to support delivery of the *Community Plan 2013-23*.

In any locality, there needs to be flexibility to develop the most appropriate arrangements to meet local circumstances and needs. However, to ensure a consistent and equitable approach across all localities work, will be underpinned by the following set of principles:

- **Understanding communities:** all community planning partners working in localities will build a shared evidence base about assets, resources and priorities in the communities.
- **Engaging with communities:** community planning partners must enable local communities to express their views on local public services.
- **Planning with and for communities:** community planning partners in localities should clearly set out what will be done to address local priorities.
- **Delivering with and for communities:** planning should translate into a clear set of actions and milestones and resources aligned across public services to deliver the agreed actions.
- **Measuring performance:** progress against the actions and milestones must be systematically monitored and measured, using small tests of change, then scaled up if successful.
- **Accountability to communities:** communities have a role to play in monitoring performance and service standards.
- **Local leadership:** public service staff working in localities must be supported through strong leadership to work across professional boundaries and systems, mobilise joint resources to best meet local priorities, and drive continuous improvement.



## Appendix 2

### SUMMARY OF COMMUNITY EMPOWERMENT (SCOTLAND) ACT 2015

#### 1. Introduction

- 1.1 The Community Empowerment (Scotland) Act received Royal Assent on 24 July 2015. The Act provides a legal framework that will promote and encourage community empowerment and participation, by creating new rights for community bodies and placing new duties on public authorities. The provisions include an array of new duties to strengthen community planning. CPPs and partner bodies need to be clear about what these duties mean for them.

#### 2. Key Reforms to Community Planning

- 2.1 The Act makes a number of significant changes to legislation covering community planning, which are summarised below:

- Community planning now has a statutory purpose focused on improving outcomes, which is explicitly about how public bodies work together and with the local community to plan for, resource and provide services which improve local outcomes in the local authority area.
- The Act gives CPPs a statutory footing. It places specific duties on CPPs to improve local priority outcomes and focus on **tackling inequalities** of outcome across communities within their area. In particular, CPPs are required to:
  - prepare and publish a **Local Outcomes Improvement Plan (LOIP)** which sets out the local outcomes which the CPP will prioritise for improvement (LOIP is the term the Act gives to what are presently SOAs – there is no significant difference between these in practice).
  - identify which geographical areas have communities that experience the poorest outcomes, and prepare and publish **locality plans** to improve outcomes on agreed priorities for these communities.
  - review and report publicly on progress towards their LOIP and locality plans, and keep the continued suitability of these plans under review.

- 2.2 The Act places specific duties on statutory partner bodies, linked to improving outcomes. These include:

- actively participating with other partners and joint working in carrying out community planning.
- taking account of LOIPs in carrying out its own functions.

- contributing such funds, staff and other resources as the CPP considers appropriate to improve local outcomes in the LOIP and securing **participation** of community bodies in community planning.
- 2.3 The Act expands the number of public sector bodies that are subject to these duties. The 2003 Act listed as statutory partners: the local authority, the Health Board; Scottish Enterprise/Highlands and Islands Enterprise (SE/HIE); Police Scotland, the Scottish Fire and Rescue Service (SFRS), and the Regional Transport Partnership. The Act expands this list to include: Skills Development Scotland, the Integration Joint Board (Health and Social Care), Scottish Natural Heritage, Scottish Environment Protection Agency, Historic Environment Scotland, a National Park authority, Scottish Sports Council (i.e. Sportscotland), VisitScotland, the board of management of a regional college and a regional strategic body in Further and Higher Education (Scotland) Act 2005.
- 2.4 Running the CPP and making sure it works effectively is now a shared enterprise. The Act introduces duties to support shared leadership and collective governance of the CPP on named governance partners, i.e. the local authority, NHS board, SE/HIE, Police Scotland and SFRS. These duties include facilitating community planning and taking all reasonable steps to ensure the CPP conducts its functions effectively and efficiently.
- 2.5 **Participation** with communities lies at the heart of community planning. Consultation from time to time is no longer enough. The Act requires CPPs to take all reasonable steps to secure the involvement in community planning of any community body which it considers is likely to be able to contribute to it. CPPs must, in particular, have regard to community bodies which represent those communities experiencing socio-economic disadvantage. Statutory partner bodies must contribute funds, staff or other resources to secure that participation.
- 2.6 Provisions in the Act underpin effective community planning, but effective community planning requires more than simply complying with these duties. CPPs and partner bodies still need to apply the principles of effective community planning, which have been consistently set out in the Statement of Ambition, pronouncements by the National Community Planning Group and audit reports by the Accounts Commission and Auditor General.

### **3 Other Features in the Act Relevant to CPPs and Partner Bodies**

- 3.1 Other features in the Act that are relevant to CPPs and partner bodies are summarised below:
- 3.1.1 **Part 3 - Participation Requests:** This provides a new way for communities to initiate dialogue with public service authorities on their own terms. The Act allows communities to raise proposals or issues that may not be on the authority's agenda or are outwith their consultation structures. Public service authorities must agree to the request for dialogue, unless there are reasonable grounds for refusal. They are not required to agree to the community body's proposals, but will have to listen and report on the outcomes.

- 3.1.2 **Part 4 – Community Right to Buy:** This amends the Land Reform (Scotland) Act 2003, extending the community right to buy to all of Scotland, urban and rural, and improving procedures. It also introduces a new provision for community bodies to purchase land which is abandoned, neglected or causing harm to the environmental wellbeing of the community, where the owner is not willing to sell that land. This is if the purchase is in the public interest and compatible with the achievement of sustainable development of the land. Scottish Government expects that asset transfer under Part 5 will be an easier option for community bodies to pursue in relation to public sector land and buildings, but community right to buy is still available to them if they wish to use that mechanism.
- 3.1.3 **Part 5 – Asset Transfer Requests:** This provides community bodies with a right to request to purchase, lease, manage or use land and buildings belonging to local authorities, listed Scottish public bodies or Scottish Ministers. There will be a presumption of agreement to requests, unless there are reasonable grounds for refusal. Reducing inequalities will be a factor for public authorities to consider when making a decision. Relevant authorities will be required to create and maintain a register of land which they will make available to the public.
- 3.1.4 **Part 7A – Participation in Public Decision-Making:** This is a new regulation-making power enabling Ministers to require Scottish public authorities to promote and facilitate the participation of members of the public in the decisions and activities of the authority, including in the allocation of its resources. Involving people and communities in making decisions helps build community capacity and also helps the public sector identify local needs and priorities and target budgets more effectively. The regulations can specify which authorities are included, which of their decisions are affected and who should be able to participate in them. No regulations are being made under this Part of the Act at present; there has been no indication of how this power might be used in future.

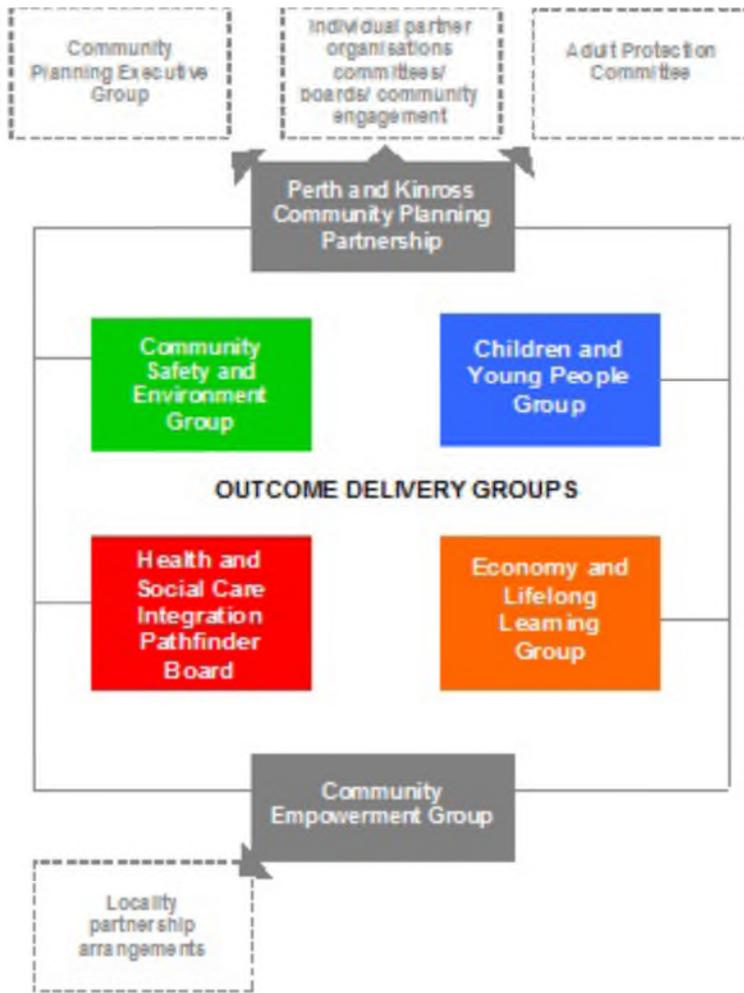
## **4 Timescales for implementation**

- 4.1 Different parts of the Act are likely to come into force at different times, however, as a rough estimate, Scottish Government expect most parts of the Act to come into effect within 12 months of it becoming an Act (July 2015). It is anticipated the community planning duties are likely to come into effect from 1 April 2016.

## **5 Statutory Guidance**

- 5.1 The Scottish Government is preparing supporting statutory guidance on several elements of the Act, including community planning, and will work with Community Planning Managers as they are developing the guidance. The Scottish Government will also consult with a wider range of stakeholders on the formal elements of the draft guidance. Early indications are that this will be a public consultation and timescales may be around November 2015. The Scottish Government may also establish a sounding board as they are developing the guidance, to test and reflect on thinking.

- 5.2 Initial thinking by Scottish Government is that there may be three levels of guidance:
- (a) **Standard statutory guidance for CPPs and statutory partners:** This would provide greater explanation and clarification of the requirements of the Act, but there is not an intention that it will be prescriptive. It is anticipated that it will be up to each CPP to decide how to structure and organise itself so that it delivers the requirements of the Act.
  - (b) **Lay person/public guidance:** This would explain what community planning is, what it should be delivering, how communities can get involved, the benefits of getting involved etc.
  - (c) **Good practice guidance:** This would pull together innovative practice already in place across CPPs.
- 5.3 Indications are that it will be up to each CPP to identify which geographical areas it will prepare and publish locality plans for, to improve outcomes on agreed priorities for these communities. It will be up to each CPP to define what it means by a locality.
- 5.4 There is nothing in the Act requiring CPPs to report back to Scottish Government on the progress being made against the LOIP and locality plans. The statutory requirement is to report progress annually to communities.





## Appendix 4

### Locality Community Planning Partnership Case Studies

The selected case studies were Edinburgh City, Glasgow, East Ayrshire and Stirling.

#### How often do they meet?

From the desktop research undertaken it was found that the seven local partnerships which were studied met quarterly each year with the exception of Glasgow area partnerships who meet at least 6 times a year. City of Edinburgh has officer lead groups working behind the Neighbourhood Partnerships so issues can be responded to between each meeting cycle.

#### Groups involved

The locality partnerships studied are made up of a mixture of public service bodies i.e. Scottish Fire and Rescue, Police Scotland, NHS, Scottish Enterprise and Skills Development Scotland along with representatives from a variety of community groups and services, including:

- Community Councils
- Chambers of Commerce
- Colleges and Universities
- School parent councils
- Youth Committees
- Housing Associations
- Local members of the community

#### Key agenda items

The agendas and minutes from each locality partnership meeting show that the key items discussed were not entirely different from one another. Common similarities in the discussions included funding and budgets, road safety, health and social care integration partner updates. Most localities have a locality plan to deliver on and updates on progress against the plan happen at each meeting. The ward is a forum for communities to highlight local concerns to key policy makers/ service providers within their local area. City of Edinburgh has regeneration strategies going to their Neighbourhood Partnership Board.

#### Support Staff

All Partnerships have assigned officers to support each partnership. The City of Edinburgh has Area Managers which are part of its Communities team.

##### 1. Edinburgh

Number of Neighbourhood Partnerships: 12

**Partnership areas** - *Almond, Craightinny and Duddingston, Forth, Inverleith, Leith, Liberton and Gilmerton, Pentlands, Portobello and Craigmillar, South Central, South West, Western Edinburgh.*

Number of Meetings per year: 4

Geographic Boundaries: *i.e. Multi-Member Wards or joint Multi-Member Wards*

Role of Elected Members: Chair and members.

## **Membership**

- *Police Scotland*
- *Fire and Rescue*
- *NHS*
- *Edinburgh Council*
- *Armed Forces based In Edinburgh*
- *Edinburgh Association of Community Councils*
- *Edinburgh Chamber of Commerce*
- *Edinburgh College and universities in the City*
- *Edinburgh Voluntary Organisations Council*
- *Scottish Enterprise*
- *Skills Development Scotland*
- *South East of Scotland Transport Partnership*

## **Agenda Items**

Summary of types of things discussed

- Funding
- Community events
- Environmental Issues
- Community plan updates e.g. How it is being implemented
- Previous partnership working
- Voluntary sector and how important it is for engaging and supporting local organisations
- Local policing and key crime prevention steps

## 2. Stirling

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Number of locality community planning partnerships: 6

**Partnership areas** - *Breadalbane Forum, Wallace Forum, Forum Five, Trossachs Area Forum, East Stirling Forum, East Stirling Forum, Rural South West Forum*

Number of meetings per year: 4

Geographic Boundaries: *i.e. Multi-Member Wards or joint Multi-Member Wards*

Role of Elected Members: Chairs and members

### **Public Service Groups**

- *Fire and Rescue*
- *NHS Forth Valley*
- *Police Scotland*
- *Scottish Enterprise*
- *Stirling Council*

### **Agenda Items**

- Safety of Roads
- Public Transport
- Credit Unions
- Elderly Care
- Delivering services in more appropriate ways

### 3. Glasgow Area Partnerships

Number of Area Partnerships: 21

Number of Sector Partnerships: 3

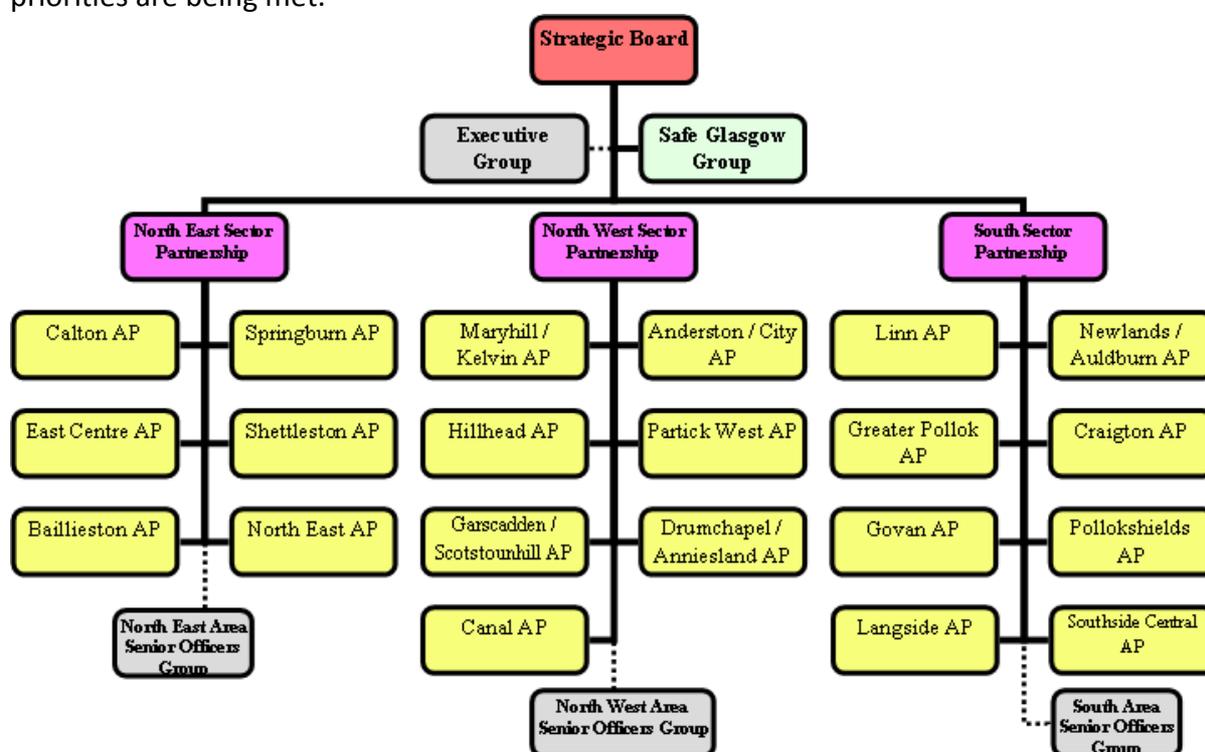
Number of Meetings per year: At least 6

Geographic Boundaries: Multi-member wards and Joint Multi-member wards (2 tiers)

Role of Elected Members: Chair Sector Partnerships, all 3/4 councillors are on their Local Area Partnership.

#### Overview

Glasgow has a 3 tier CPP structure with local Area Partnerships at Ward level, 3 Sector Partnership for 3 regions of Glasgow City and the Strategic CPP Board to cover the whole Authority area. The Area Partnerships are where local issues are discussed and issues can be escalated to the Sector Partnership which in turn can be escalated to the strategic board. The system is designed to capture intelligence and ensure the Partnership's strategic priorities are being met.



#### Membership

- Police Scotland
- Glasgow Council
- Scottish Fire and Rescue
- NHS
- Typically 4-6 Community Residents
- Elected Members
- Third Sector

#### Agenda Items

- Budgets
- Funding

- Partner Updates
- Health and Social Care Integration
- Traffic Issues
- Memberships

#### **4. Vibrant Communities (East Ayrshire CPP)**

The Vibrant Communities programme has a team of over 100 people from various backgrounds including Community Learning and development, Social Work, Active Schools, Democratic Services and Community Care, who work with rather than for the communities in East Ayrshire.

The Vibrant Communities programme run by East Ayrshire Council was developed in April 2013. They link with the CPP team to ensure that the local people have a voice and can influence the decisions that will impact on their communities. The team also work with the community to identify key issues and areas of improvement to develop community-led action plans. This has been very successful in getting the whole community involved and has empowered people to take part in the decision-making process in and about their community.

To lead the development and delivery of these action plans a steering group for each community is made consisting of representatives from a variety of community groups including Community Councils, Parent Teacher Associations, Church representatives and Youth Organisations.

Once the community plan has been developed action groups are then put together to lead on different aspects of the plan with support from the Vibrant Communities team and various other local services.