



INTEGRATION JOINT BOARD

Date of Meeting	19 November 2019
Report Title	Localities
Report Number	HSCP.19.060
Lead Officer	Sandra Ross
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Consultation Checklist Completed	Yes
Directions Required	No
Appendices	

1. Purpose of the Report

- 1.1. The development of localities and effective locality working is an ongoing journey of the IJB and wider partnership. This report sets the direction of a phased approach to building community capacity and capability across our localities, while also building the capacity and capability of staff to work with communities in an empowered way.
- 1.2. It is recognised that this journey is complex, however the proposed phased approach aims to create a system, whereby working together, communities and staff will drive the redesign of our community services.

2. Recommendations

- 2.1. It is recommended that the Integration Joint Board:
 - a) Approves the re-alignment and refresh of the existing four Locality Leadership Groups to three Locality Empowerment Groups focussed on community empowerment and aligned to each of the IJB localities.



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- b) Instruct the Chief Officer to work with the members of the Locality Empowerment Groups to build their capability to help co-design the reshaping of community services delivered by the partnership;
- c) Note the plans of the Chief Officer to build the capability and capacity of staff within the partnership to work collaboratively with local communities in the reshaping of community services;
- d) Agree that we will use terminology of localities to describe large geographical areas and neighbourhoods to describe more natural communities within these boundaries;
- e) Instructs the Chief Officer, to report back to IJB on the progress towards integrated locality working in December 2020.

3. Summary of Key Information

Background

- 3.1. The IJB Strategic Plan was approved in March 2019 and has 5 strategic aims: Personalisation; Resilience; Prevention; Connections; and Communities. This paper identifies how we will facilitate the community's involvement in the work of the IJB to meet our strategic ambition.
- 3.2. The paper proposes how we will facilitate community involvement and has drawn on national standards issued by Audit Scotland¹.
- 3.3. Community empowerment is underpinned by a range of public services reports and legislation, from the Christie report in 2011, the Community Empowerment (Scotland) Act 2015 to more recent conversations between Scottish Government and COSLA.

¹ https://www.audit-scotland.gov.uk/uploads/docs/report/2019/briefing_190725_community_empowerment.pdf



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- 3.4.** The National Standards for Community Engagement define community engagement as:

‘a purposeful process which develops a working relationship between communities, community organisations and public and private bodies to help them to identify and act on community needs and ambitions. It involves respectful dialogue between everyone involved, aimed at improving understanding between them and taking joint action to achieve positive change.’

- 3.5.** In November 2016, the IJB took the decision to adopt Community Planning Aberdeen’s Engagement, Empowerment & Participation Strategy² as the Partnership’s Engagement and Participation Strategy (as identified within the Integration Scheme). The purpose of the Participation and Engagement Strategy being to ensure “significant engagement with, and participation by, members of the public, representative groups and other organisations in relation to decisions about the carrying out of integration functions.”
- 3.6.** There is an opportunity to increase the pace of our approach to community empowerment with the move to three localities as agreed by the IJB in March 2019. The plans of the IJB will align with the community planning partnership approach and as such we have been working collaboratively to ensure that as we progress with our design of localities and neighbourhoods we have our sights firmly set on the aim that future collaboration, colocation and planning will be cohesive with community planning partners in approach. The ambition being to understand the wider demand on the system and to work to maximise efficiency and effectiveness for all partners by reducing negative demand.

²<https://committees.aberdeencity.gov.uk/documents/s62692/8.1%20Engagement%20participati on%20empowerment%20Strategy%207.pdf>



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Phased Approach

- 3.7. In the next stage of the development of our community engagement and empowerment approach, through our refreshed localities, a phased approach will be taken. A summary of the proposed phases (which are not linear) is set out in the table below:

Phase	Activity	Proposed timescale
1	Supporting the establishment and development of 3 Locality Empowerment Groups	December 2019 – November 2020
2	Redesign of staffing teams, aligned with our localities	November 2019 to November 2020
3	Upskilling and development of both Locality Empowerment Groups and Operational Teams	April 2020 onwards
4	Integrated locality working	January 2021 onwards

Phase 1: Supporting the establishment and development of 3 Locality Empowerment Groups

- 3.8. During this phase, we will work with the current four locality leadership groups to reform into three “Locality Empowerment Groups”, working in line with principles for good practice, and in alignment with our strategic plan.
- 3.9. We will work with and support these Locality Empowerment Groups to invest in capacity building appropriate to their local communities, particularly in those neighbourhoods experiencing the greatest socio-economic challenges, to focus on addressing inequalities. We are aware and have evidence that in some communities, people are already driving change and public bodies have a role in supporting and facilitating this. Other communities will require greater levels of support to participate more fully.
- 3.10. We will build the capacity and capability of the groups using the principles for community empowerment as set out by Audit Scotland and using the good practice template as a framework. These principles are: -

Community control Support communities to successfully take more control over decisions and assets. Public bodies support communities to



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successfully take greater control over decisions and assets. Effective processes are in place and public bodies support a fair and sustainable approach.

Public sector leadership Strong and clear leadership on community empowerment sets the tone and culture of the organisation. Leaders provide a clear and consistent message, set clear objectives and priorities, encourage ideas and innovation, community leadership and support communities to develop sustainable approaches.

Effective relationships Build effective working relationships between public bodies, local communities and local partners. There is a healthy working relationship between communities, public bodies and local partners, marked by reciprocal trust, openness and transparency.

Improving outcomes Evaluate whether outcomes for local communities are improving and inequalities are being reduced. Public bodies are continuously improving their approach to community empowerment, evaluating local outcomes and experiences and learning from others. This includes evaluating the impact on local inequalities and understanding and learning from the experiences of seldom heard groups in communities.

Accountability Be accountable and transparent. Public bodies are clear and open about their approach to community empowerment and provide regular information to communities that is understandable, jargon-free and accessible. Public bodies are responsive to local communities when reaching decisions with a clear rationale for making difficult decisions and provide regular feedback.

3.11. Initial preparation work to support the achievement of phase one includes engagement with two focus groups comprised of members of the current city Locality Leadership Groups (on 16th and 28th October 2019). A summary of key findings from these focus groups and a supporting survey are set out below, and it is considered that this feedback aligns with the general proposed direction of our locality phases:

- The majority agree that the purpose of locality groupings should be to use the knowledge and expertise of people living and working in communities to enable them to plan and deliver.
- There is a requirement for more clarity around the purpose of locality working including delegated services, structure, management, governance and budgeting responsibilities.



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- Further clarity on how existing locality plans would be reviewed was requested.
- The majority agree that the future membership of locality groups should be community focussed.
- Further consideration was requested for how engagement is achieved across all people in a locality for a locality rather than around very local issues.
- Clear lines of accountability and governance are required.
- The role of locality profiles are felt to be valued, and there was agreement that these would be enhanced through a clearer alignment with CPA profiles.
- A desire for meaningful and sustainable engagement. There was a clear acknowledgement of the value of community stories and insight and recognition that building relationships takes time and requires resource to support.
- Alignment of locality plans with CPA plans and other local priorities are deemed to be desirable to avoid duplication and dilution of capacity.
- Locality groupings must feel empowered and supported and it is necessary to understand people's motivation to get involved and feel that they are making a difference.
- A programme of activity to create the conditions to support the shift of power and control to a more local level is felt to be desirable.
- Steps required to support this next phase were identified by the focus groups including an overarching transition plan including identification and mitigation of risks; revised locality profiles; membership and role of locality groups, governance and relationships with operational functions within localities; meaningful engagement.

It is considered that the content of this report aligns with the feedback received above.

Phase 2: Alignment of staffing teams with our localities

- 3.12.** As we grow the capacity and capability, and shift towards communities having more control over decisions and assets, we will have a parallel journey with our staff. This will focus on building agile locality teams which are integrated based on the population needs of the community in which they operate - focusing, analysing and understanding the demand of the locality population.



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- 3.13.** This approach will build on initial work within the partnership to support greater empowerment and collaborative leadership. Early work in this area has resulted in improved engagement, demonstrated through the imatter tool as well as a separate evaluation process. We will continue to work in partnership with staff side and the trade unions during this process.
- 3.14.** Our programme of transformation, and in particular the Conditions for Change programme will continue to support our staff and teams to understand the types of demand on services, by using data and suitable methodologies to ensure that we are positioning our available resources to meet needs in an equitable way. This approach will be key to supporting our ambitions around our strategic commissioning approach.

Phase 3: Upskilling and development of both Locality Empowerment Groups and Operational Teams

- 3.15.** Phase 3 will take place concurrently with phases 1 and 2 and will involve several areas of development:
- Working with the Locality Empowerment groups to develop their understanding of population needs assessment, demand management including types of demand, and how strategic commissioning operates.
 - Operational locality teams will be supported to further develop their understanding of the principles on community empowerment and the need to consider demand through a data and population needs perspective.
 - Building the capability and capacity of key stakeholders to understand the need and considerations when redesigning delivery based on community assets, demands, the commissioning process, ensuring alignment of service delivery with our wider strategic aims.
- 3.16.** The aim of this phase of upskilling and development is to enable the development of refreshed locality plans which can be delivered to:
- Ensure alignment of our local service delivery with our wider strategic aims
 - Ensure alignment with our performance dashboard – from a city wide, locality and neighbourhood perspective.
 - Tap into the expertise and knowledge of our community members as assets in conjunction with the data available: for example in an area where there are low levels of health screening uptake,



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community members may be clear that this is due to limited available transport and feel empowered to put in place local volunteer arrangement to address this.

- The strength of combining upskilled staff and community members, alongside appropriate data and evidence will mean that as a city, we can adapt our strategic commissioning approach for greater benefit: for example delivering clear community benefits such as identifying opportunities for enterprising third sector organisations to deliver public services and employment and training opportunities for targeted communities which could reduce inequalities, thereby helping to address poverty as the single largest determinant of health.

Phase 4: Integrated locality working

- 3.17.** We can envisage the Community Empowerment groups and operational locality teams working together to reshape, redesign and coproduce services based on demand and population needs. This will involve the coproduction, codesign and co-commissioning of services to meet population needs across the city, and would be co-terminus with the wider CPP locality and community planning processes.
- 3.18.** These building blocks will assist us in having processes that support people to do things for themselves and enable people to take control over the decisions and factors that affect their lives and communities. (Empowerment and Self Determination rungs of the ladder of Engagement, Participation and Empowerment.) It will facilitate accountable and transparent decisions as we utilise our strategic commissioning approach in commissioning and decommissioning both 3rd party and public sector services.

4. Implications for IJB

- 4.1.** Equalities - it is anticipated that this report will have a neutral to positive impact on the protected characteristics covered by the Equality Act 2010. The Strategic Plan and our locality approach have a focus on addressing inequalities in access to health and social care services.
- 4.2.** Fairer Scotland Duty - it is anticipated that this report will have a neutral to positive impact on people affected by socio-economic disadvantage. The Strategic Plan and our locality approach have a focus on addressing inequalities in access to health and social care services.



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- 4.3. Financial - there are no direct financial implications arising from the recommendations of this report. Supporting the community empowerment groups and the delivery of locality-based services will be undertaken within the existing Medium-Term Financial Framework.
- 4.4. Workforce- the shift to locality focus will directly impact on our workforce and as such we will provide support to staff to lead and deliver these changes.
- 4.5. Legal – there are no anticipated legal implications in relation to this report.
- 4.6. Other - none

5. Links to ACHSCP Strategic Plan

- 5.1. The recommendations in this report will help deliver on all five strategic aims within the strategic plan.

6. Management of Risk

6.1. Identified risks(s)

The IJB is required under the Public Bodies Joint Working Act 2014 to work in localities and by the Community Empowerment (Scotland) Act 2015 to engage with communities and help them to build capacity. There is a risk that, if we do not move to an empowering locality-based approach to our service delivery, we will be failing in our duties in relation to these pieces of legislation.

6.2. Link to risks on strategic or operational risk register:



This report links directly to Risk 8 on the Strategic Risk Register - There is a risk that the IJB does not maximise the opportunities offered by locality working.

6.3. How might the content of this report impact or mitigate these risks:

Working in a collaborative and empowering way with communities will mitigate the above risk.



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Approvals	
	Sandra Ross (Chief Officer)
	Alex Stephen (Chief Finance Officer)