



INTEGRATION JOINT BOARD

Date of Meeting	26 March 2019
Report Title	Locality Model
Report Number	HSCP.18.153
Lead Officer	Sandra Ross, Chief Officer
Report Author Details	Gail Woodcock Lead Transformation Manager gwoodcock@aberdeencity.gov.uk
Consultation Checklist Completed	Yes
Directions Required	Yes
Appendices	a. Map of proposed three city localities b. Review of City Localities – what you said and our response and summary of responses

1. Purpose of the Report

- 1.1. At its meeting on 9 October 2018, the Integration Joint Board instructed the Chief Officer to review the locality structure and consult with relevant stakeholders and staff on the proposal to move from a four to three locality model and report back to IJB on the 26th March with the results of this review and consultation along with the new Strategic Plan once finalised.
- 1.2. This report provides the results of the review and consultation as well as a proposed plan for how we might ensure greater impact of locality working, aligned with the aims set out in the refreshed strategic plan.
- 1.3. The report recommends that the partnership moves to a three-locality model, moving to greater alignment with locality boundaries of our partners including children's services, early intervention and housing services.

2. Recommendations

- 2.1. It is recommended that the Integration Joint Board (IJB):



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- a) Agree to recognise three localities in the city, as per Appendix A.
- b) Note the planned approach to strengthen and maximise benefits available through locality working.
- c) Instruct the Chief Officer to report back to a future IJB with a further update on the implementation of the revised localities.
- d) Instruct the Chief Officer to discuss opportunities for developing clear, distinct terminology for Health and Social Care Partnership localities and Community Planning Partnership localities and report back with a recommendation to the IJB.

3. Summary of Key Information

Background – Health and Social Care Localities

- 3.1. Locality planning is a key element of the Public Bodies (Joint Working) (Scotland) Act 2014 in relation to the planning and delivery of our integrated services. Under this legislation, the partnership must have two or more localities to support the planning and delivery of health and social care services across the city.
- 3.2. A locality is defined with the Act as a smaller area within the borders of an Integration Authority. The purpose of creating localities is not to draw lines on a map, but to provide an organisational mechanism for local leadership of service planning, to be fed upwards into the Integration Authority's strategic commissioning plan. In the Scottish Government guidance note on localities, localities refer to the group of people in these areas who must play an active role in service planning for the local population, to improve outcomes.
- 3.3. Localities are intended to be the engine room of integration, bringing together service users, carers, and health and care professionals to plan and help redesign services.



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- 3.4. If this approach is to be successful, localities and their leadership teams must have the information they need about the nature of the communities they serve and must be empowered by the Health and Social Care Partnership to allow for local decision making on delivering outcomes against identified need. This requires engagement with all stakeholders within the locality, housing, children services, education and emergency services.
- 3.5. During the year preceding the launch of the ACHSCP the shadow IJB identified four localities. These were based on alignment with GP structures at that time. Given the early stage of the organisation at that time, an option was identified for this to be reviewed at the appropriate time.
- 3.6. At the meeting on 9 October 2019, the IJB considered a report which sought approval for the intent to move to a three locality model (covering the whole of the city) for the partnership, that is in alignment with the Community Planning Aberdeen priority localities (covering parts of the city.)
- 3.7. This report highlighted key benefits that this realignment would bring:
 - i. Provide greater joined up focus to areas where people experience poorer outcomes
 - ii. Alignment with key partners which would enable closer alignment across operational service delivery
 - iii. Simplify locality arrangements to make it easier for members of the public to understand what locality their community falls under and therefore how to engage with services.

Background – Community Planning and neighbourhoods

- 3.8. Aberdeen has 37 neighbourhoods – these neighbourhoods were identified and defined by those living in Aberdeen and as such can also be described as natural communities. When considering options for locality boundaries, these natural neighbourhood boundaries have been recognised and proposals align with these boundaries.



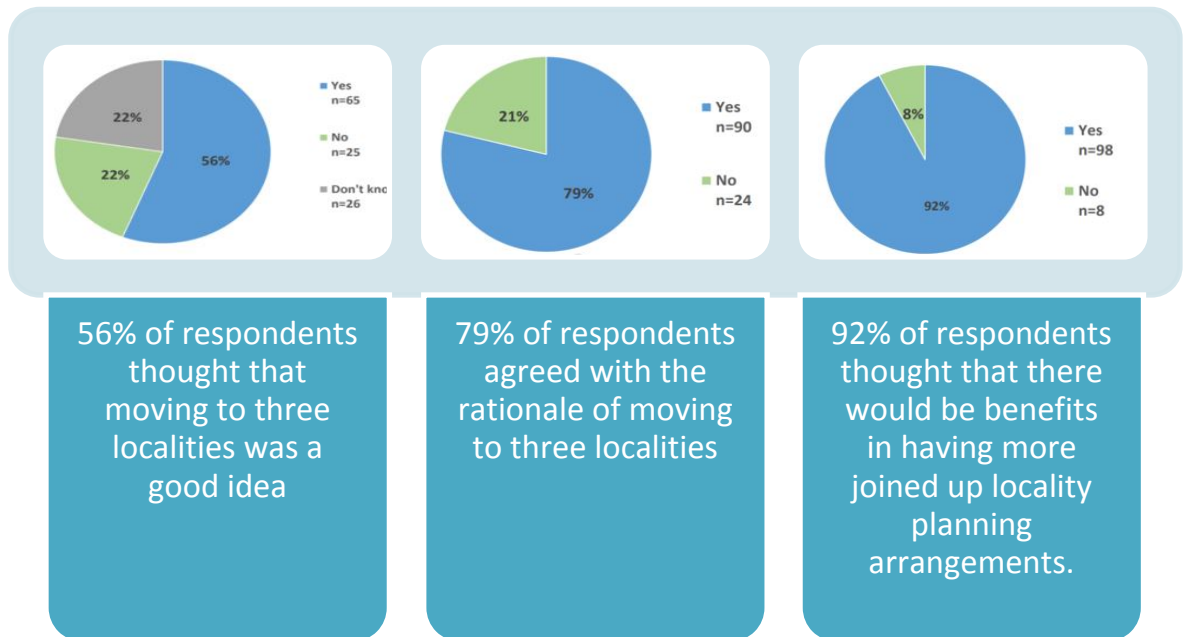
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3.9. Community Planning Aberdeen has identified three “priority localities” in Aberdeen. These areas represent communities which experience poorer outcomes than other areas of Aberdeen. These “priority localities” are:

- i. Tillydrone/ Woodside/ Seaton neighbourhoods
- ii. Torry neighbourhood
- iii. Heathryfold/ Middlefield/ Northfield/ Cummings park/ Mastrick neighbourhoods

Review of Localities – Consultation & Engagement

3.10. During December 2018, a consultation on the proposal to move from four to three localities took place. This consultation included an online survey, a number of drop-in sessions and discussions at each of the existing Locality Leadership Groups.



3.11. A summary of the responses to the survey along with a “you said and our response” communication is attached at Appendix B. This information is also available on the partnership website:

<https://www.aberdeencityhscp.scot/our-delivery/locality-consultation/>



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- 3.12. Following the initial consultation, members of locality leadership groups, locality partnership groups, staff, partners and community members were invited to a locality event on 25 February 2019, with the title “Our Localities Journey”. Over 80 people attended this event, including a mix of staff (Aberdeen City Health and Social Care Partnership, Aberdeen City Council & NHS Grampian), third sector organisations, and community members.
- 3.13. The event consisted of several presentations and workshops, considering our journey so far and seeking input about how we build on the work to date in the next stages of our localities journey.
- 3.14. A summary of the workshop feedback is set out in the table below:

What have been our biggest successes so far?

- Empowerment and confidence – for staff and community members
- Consistency across localities
- Implementing Link Workers
- Opportunities for staff to work together in the community
- Meaningful and inclusive strategies in place

What hasn't worked as well as anticipated?

- Opportunities for general public to get involved
- Too much consultation
- Capacity and resources – having ideas on the group and being able to make it happen
- Systems not speaking to each other/ gaps between systems
- Lack of consistency
- Confusion between CPA localities (3 specific areas) and HSCP localities (4 covering whole city)

What do we need to retain going forwards

- Information sharing and effective communication
- Keep momentum building
- Continue involvement with communities
- Co-production approach
- Communities should have a say in the terminology of localities – what it means to them

How can we dovetail the Strategic Plan with the Local Outcome Improvement Plan?

- Use the same language (plain English)
- Show direct links between the plans
- Develop a process to allow dovetailing to happen
- Avoid duplication of networking and consultation
- Ensure clear alignment with Engagement, Participation and Empowerment strategy



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How can we support the LLGs going forward?

- Common structure, layout, aims
- Coherence across all LLGs with a shared Terms of Reference
- Consistent and informed membership
- Communication channels/ effective networks in each area – with community councils, community networks, CPA locality partnerships
- Empower LLGs to take decisions within an agreed framework
- Way of sharing learning across LLGs
- LLGs influencing delivery of LOIP and Strategic Plan

Who else needs to be involved in LLGs

- Child/ young people representation
- Those with lived experience

Note:

HSCP = Health and Social Care Partnership

LLG = Locality Leadership Group: HSCP locality governance group

LOIP = Local Outcome Improvement Plan: led by Community Planning Aberdeen

Locality Partnership = CPA priority locality governance group

Strategic Plan = HSCP strategic document

Additional Considerations in relation to the proposal to move to three localities

- 3.15. A number of discussions have taken place with officers responsible for health and social care services; children's services; and communities and early intervention services (in Aberdeen City Council.) There is agreement across all of these services to explore further opportunities for integrated working and delivery.
- 3.16. It is highlighted that there is an Aberdeen City Council priority to have three locality plans covering the whole of the city. While these may have different areas of focus to the HSCP locality plans, there will be some areas of overlap, and it is therefore logical to align the locality areas for both of these.
- 3.17. These discussions have identified a number of benefits of working towards dovetailing the geographies of our citywide localities. These include:



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- i. Opportunities for greater efficiencies in terms of data sharing and delivery planning etc.
 - ii. Greater opportunities for collaboration and realising benefits for people in communities as a result of increased collaborative working.
 - iii. Opportunities to ensure greater alignment between wider locality plans and smaller area plans.
 - iv. Opportunities to enable and empower multi-agency teams of people, to look at what's important to people in our communities as part of their journey through life – on a cross-system basis.
 - v. Opportunities to support a cross-system response to “wicked” issues such as obesity and whole population wide public health priorities.
 - vi. Opportunities for teams to be based together, guiding what is planned and progressing from a cross sectoral perspective.
- 3.18. Proposals for where the boundaries of localities are, have been guided by the boundaries of our natural citizen-identified communities (neighbourhoods), and solid and tangible boundaries that exist in the city (for example the two rivers and major roads.) Proposed boundaries have also taken into consideration existing and potential service delivery boundaries, for example associated school group (ASG) areas and service delivery boundaries. (Note that in some instances it has not been possible to adhere to both neighbourhood and ASG boundaries, and in such instances, neighbourhood boundaries (as person led boundaries) have taken precedence.
- 3.19. A repeating concern that has been highlighted during all of the consultation and engagement activity around localities has been the confusion in relation to the terminology used around localities: The Community Empowerment (Scotland) Act 2015 and the Public Bodies (Joint Working) (Scotland) Act 2014 both identify the need for “localities” to be identified. This has led to the position, whereby the Health and Social Care Partnership, identify localities covering the whole of the city, and the Community Planning Aberdeen Partnership identifies three smaller localities. It is suggested that it would be helpful to resolve this confusion by referring to these different geographical areas by different titles.
- 3.20. There has also been discussion about what the Health and Social Care Partnership localities, if agreement is reached to move to three, should



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individually be called. Working titles for the three localities are “North”, “Central” and “South”. It is suggested that Locality Leadership Groups be tasked to identify proposed titles for these localities with a final decision being made by IJB (to ensure an element of consistency across the localities.)

Implementing Three Localities

- 3.21. In order to move from four to three localities, taking cognisance of feedback from the consultation and engagement events, and learning from elsewhere, a number of key steps have been identified.
- 3.22. It is stressed that the approach to achieving effective locality working will be one based on a co-production approach and doing things with our stakeholders and partners.
- 3.23. The table below set out some of the steps that will be undertaken along with some indicative timescales.

What	Why	When
Develop standard (easy read) locality profile framework & action plan format	To ensure consistency across city and minimise opportunity for confusion.	May 2019
Populate locality framework & action plan with information from existing 4 localities	To ensure that the good work already carried out is not lost – the importance of this was relayed in the consultation.	May 2019
Align each locality framework & action plan with relevant CPA locality plans.	Consultation identified a potential benefit of improving alignment and reducing confusion.	Summer 2019
Form revised locality leadership groups (LLGs). Forming workshop with each LLG.	To minimise any potential gap in locality leadership during transition period.	May 2019
LLGs to review and finalise populated locality framework and action plans, and Terms of Reference	To ensure continuation of good partnership working, engagement and communication. To ensure that LLGs are supported in the best possible way to be as effective as possible in delivering their purpose.	As part of forming workshops.
Leadership Team to be aligned to support LLGs	Strong leadership and support will help empower and enable the success of locality working. Alignment will	ongoing



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	also ensure regular, direct reporting on progress and barriers in localities to IJB, raising the profile and providing greater weight to what is happening in localities.	
LLGs to develop community engagement plans aligned with Participation, Engagement & Empowerment Strategy	This was identified in the consultation as an area of good practice and also something that could be improved on.	Summer 2019
Opportunities to be identified for co-location for housing; health & social care; and childrens services (and any other services as required.)	Recent evaluation of transformation projects has identified key benefits of co-location to support integrated working.	Summer 2019 and ongoing
Process to be implemented whereby LLGs can identify proposed titles for each locality (to be determined by IJB)	To ensure that titles for localities are meaningful to those in localities. Consultation identified that coherence across all LLGs with a shared Terms of Reference is important.	Summer 2019
Develop and implement strong governance structure to support the right culture to ensure the success of locality working.	To ensure locality leadership groups are empowered and effective at achieving their objectives and driving improvement. Consultation identified that it was important that LLGs be empowered to take decisions within an agreed framework.	Summer 2019
Continue to engage with key stakeholders including communities to maximise the buy in and likelihood of benefits being delivered.	Consultation identified that a co-production approach and effective engagement was important to continue.	ongoing
Discuss with Community Planning Partnership opportunities to develop clear, distinct terms to describe localities (CPP and HSCP localities.)	Confusion over terminology has consistently been identified as something that could be improved.	May 2019

4. Implications for IJB

4.1. Equalities



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It is anticipated that the implementation of aligned localities will positively impact on the protected characteristics as protected by the Equality Act 2010.

4.2. Fairer Scotland Duty

It is anticipated that the implementation of aligned localities will positively impact on people affected by socio-economic disadvantage.

4.3. Financial

There are no specific financial implications arising from this report, however, it would be anticipated that a move to three localities could result in a more efficient use of our resources.

4.4 Workforce

There are no specific workforce implications arising from this report, however a move to three localities would be a key driver when developing workforce plans.

4.5 Legal

This report is relevant to the requirement to define two or more localities in the city, arising through the Public Bodies (Joint Working) (Scotland) Act 2014.

4.6 Other - NA

5. Links to ACHSCP Strategic Plan

- 5.1. The recommendations in this report are directly linked to our refreshed strategic plan.

6. Management of Risk

6.1. Identified risks(s)

There is a risk that the improvements and benefits sought through a move to three localities, as set out in this report will not be achieved.




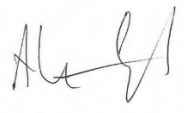
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6.2. Link to risks on strategic or operational risk register:

(8) There is a risk that the IJB does not maximise the opportunities offered by locality working – risk rating is currently HIGH

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

This risk is identified as high as localities are currently in an early, developmental stage and required strategic oversight. The engagement undertaken as part of the consultation about potentially moving to 3 localities has identified areas of good practice that should be continued and mechanisms that should be put in place to strengthen locality working. It is anticipated that a move to three localities will reduce confusion that exists currently around the differences between CPA localities and HSCP localities and provide opportunities for greater integrated working and therefore greater benefits to be achieved.

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