

14 March 2003

The Local Government in Scotland Act 2003

Community Planning Guidance

1. The Local Government in Scotland Act 2003 provides a statutory framework for the Community Planning process. The Act makes provision for Ministers to issue guidance about participation in Community Planning.
2. Draft guidance has been prepared, in conjunction with the Community Planning Task Force, for consultation. In due course, it will be amended in the light of responses received and re-issued on a statutory basis under section 18(1) of the Act:

“Every authority, body, office-holder or other person initiating, maintaining, facilitating or participating in community planning shall, in doing so, have regard to any guidance provided by the Scottish Ministers about community planning”.

3. We intend to issue guidance and a series of Advice Notes which should be read together.
 - *Section 1* gives guidance on how the legislative provisions should be implemented.
 - *Section 2* provides a series of Advice Notes which give supplementary advice on how Community Planning may be implemented. It features examples of Community Planning in practice and provides links to further sources of information. The intention is to update these on a regular basis as Community Planning develops.
4. Given the integrated nature of the Local Government in Scotland Act 2003 it is important that those involved in Community Planning are aware of the other guidance on Best Value and the Power to Advance Well Being. Draft versions of these have also been prepared and issued for consultation at the same time. Copies of these are available from the Scottish Executive at the address below or from the Scottish Executive consultation website:<http://www.scotland.gov.uk/views/views.asp>.

Consultation

5. Whilst not wishing to limit the responses which consultees may wish to make it would be helpful to receive comments on the following points.

Section 1

- The requirements of the duties as set out in Section 1.
- The balance between setting a framework that is clear in terms of what is being required and being overly prescriptive to the detriment of local circumstances.

- Areas where further clarity of explanation is required?

Section 2: Advice Notes

- The range of issues/topics covered.
 - The format of Section 2.
6. Comments on the draft guidance are sought by **20th June 2003**. Responses can either be e-mailed to lgisactguidance@scotland.gsi.gov.uk or sent in writing to:

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Local Government in Scotland Act 2003

Consultation Draft Guidance on

COMMUNITY PLANNING

PREFACE

This guidance is provided under Section 18 of the Local Government in Scotland Act 2003.

The success of the Community Planning process will depend on the commitment to, and participation of, a wide range of public, voluntary, community and private sector bodies. **This guidance should act as a national framework to all those participating** in the Community Planning process.

The involvement of bodies in the Community Planning process will vary from area to area and it is not the purpose of this guidance to be prescriptive about the level and nature of participation. However, section 16 of the Act does place a duty on local authorities to initiate and facilitate Community Planning in their respective areas. There are also a number of bodies whose participation is seen as particularly important to the successful operation of Community Planning. This is recognised in section 17 of the Act by the application of a specific statutory duty to participate in Community Planning on Enterprise, Health, Police, and Fire bodies and the Strathclyde Passenger Transport Authority. **Section 1** of this guidance will set out what is expected of these bodies to fulfil the duties and requirements of the Local Government in Scotland Act in relation of Community Planning.

This guidance is supplemented by advice on a range of issues important to the effective implementation of Community Planning in Scotland. This is set out in the form of ‘**Advice Notes**’ which are intended to reflect the evolving nature of Community Planning and to be updated on a regular basis as experience is shared and examples of Community Planning in practice are added.

The guidance will set a national framework for Community Planning and is aimed at those within agencies and within voluntary and community bodies who are involved in the planning and provision of services. Community Planning is a local process and the guidance seeks to strike a balance between providing clarity in what is expected from the Community Planning process and the need for local discretion in tailoring the process to the needs and opportunities of local communities. It is also important that people within communities are fully aware of what Community Planning means for them and that they have the means to engage as they wish appropriate. We will be working further with Community Planning partnerships throughout Scotland to ensure that the messages around Community Planning are clearly understood by all.

This guidance should be read in conjunction with guidance for Best Value issued under section 2(1)(b) of the Local Government in Scotland Act 2003. Local authorities will also wish to consider guidance issued under section 22 of the Act to accompany the Power to Advance Well Being.

This guidance is issued by the Scottish Executive but it has been prepared in close collaboration with the Community Planning Taskforce (<http://www.communityplanning.org.uk/>). A previous version of this guidance has also been the subject of interim consultation with the Convention of Scottish Local Authorities, the Scottish Parliament Local Government Committee, Community Planning partnerships, and a range of other bodies at a national and local level.

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Introduction and Key Messages

Improving public services and making a difference to the lives of people who use them are the most important challenges for the Scottish Executive, local government, voluntary and community groups and other public bodies in Scotland. The Community Planning process in acting as a framework for making public services responsive to, and organised around, the needs of communities, has a key role in ensuring these challenges are met.

Aims of Community Planning

The **two main aims** of Community Planning can be described as:

- **Making sure people and communities are genuinely engaged in the decisions made on public services which affect them; allied to**
- **A commitment from organisations to work together, not apart, in providing better public services.**

These aims reflect both reality - problems that require action rarely come in neat packages, and it reflects expectations- people rightly expect quality services which are flexible and responsive to their needs.

Community Planning is not a new concept and is already established in Scotland. It has been instrumental in setting joint visions and strategies in many areas and has already provided the basis for impressive examples of partnership working. However, the new challenge is to move to a phase where Community Planning puts these joint visions and plans into practice and helps to **achieve a tangible improvement in services across Scotland.**

The statutory underpinning for Community Planning will ensure that there is a consistent understanding of what Community Planning is seeking to achieve and greater consistency in how Community Planning is implemented throughout Scotland. While the statutory basis is important in itself it will not be sufficient. **There is still a need for on-going change to working cultures, behaviours, skills and attitudes** to achieve effective partnership working with a genuine community focus.

An evolving process

Community Planning is an evolving process. The work of the Community Planning Taskforce and experiences of Community Planning partnerships themselves has been instrumental in highlighting two further key principles in addition to the two main aims outlined above:

- **Community Planning as the key over-arching partnership framework helping to co-ordinate other initiatives and partnerships and where necessary acting to rationalise and simplify a cluttered landscape.**
- **The ability of Community Planning to improve the connection between national priorities and those at regional, local and neighbourhood levels.**

The recognition of **Community Planning as the key over-arching or ‘umbrella’ partnership** reflects the fact that Community Planning should not be an additional or parallel

process to the various strategies or partnership structures already in place. Rather it should act as the key over-arching framework for other partnerships and initiatives at the regional, local and neighbourhood level. Existing networks and partnerships should be built upon where they are working well. Where they are not working well Community Planning provides an opportunity for all agencies, including the Scottish Executive, to rationalise them or to get them working more effectively.

Community Planning partnerships bring together key participants, and so can act as a **'bridge' to better link national and local priorities**. This should be a three-way process whereby local Community Planning partnerships can influence national direction, but also can help to co-ordinate the delivery of national priorities in a way that is sensitive to local needs and circumstances. Local or neighbourhood priorities should also be able to influence the priorities at the Community Planning partnership level.



A long-term process

Community Planning is not envisaged as a new mechanism or new initiative to deliver public services in its own right. Nor does it alter basic accountability streams for public bodies. As a process, it is a “means” to the “end” of delivering public services. However, the process should not dominate the outcomes. Community Planning partnerships should be seen to demonstrate some immediate progress but it will **not be a ‘quick-fix’**. The legislative basis for Community Planning provides a solid platform but in many ways it **represents the beginning of the real challenge for Community Planning – for the partnerships themselves and the bodies and agencies who comprise these partnerships**. The necessary cultural changes will have a longer timescale. This guidance is intended to assist this process. In the first instance it sets out the out the legal requirements flowing from the Local Government in Scotland Act 2003.

GUIDANCE ON THE STATUTORY BASIS FOR COMMUNITY PLANNING

1. The Local Government in Scotland Act 2003

The Local Government in Scotland Act 2003, (<http://www.scotland-legislation.hms.gov.uk/legislation/scotland/acts2003/30001--d.htm#20>) provides a statutory basis for Community Planning in Scotland. Section 19 of the Act makes provision for Scottish Ministers to issue guidance to which *all* participants in Community Planning should have regard.

1.1 Context

The Local Government in Scotland Act 2003 is a key aspect of the Scottish Executive's modernisation agenda for local government and the Act provides a framework to enable the delivery of better, more responsive public services. The measures in the Act will make it easier for councils to do their jobs, giving them more responsibility to act within an appropriate framework, to work in partnership with other bodies and the communities they serve, and to embed a culture of quality, equality and improvement.

The main components of this framework are:

- A duty to secure “Best Value” in local government service provision. This replaces compulsory competitive tendering with the pursuit of continuous improvement in all aspects of local authority functions. A similar commitment to pursue Best Value has also been placed on other public bodies in Scotland by means of accountability mechanisms through the Scottish Executive.
- A statutory basis for “Community Planning” to ensure long-term commitment to effective partnership working with communities and between local authorities and other key bodies and organisations.
- A “power to advance well-being” to enable local authorities to work in a more innovative and creative way in responding to the needs of their communities. This supports the community leadership role of local authorities in the Community Planning process.

Further context and detail can be found in the policy memorandum to the Bill (http://www.scottish.parliament.uk/parl_bus/bills/b53s1pm.pdf)

1.2 Integration

As the Act provides a framework for the better delivery of public services. No one part of the Act can be taken in isolation. For example, a Council's use of the Power to Advance Well-Being should be influenced by Best Value and the Community Planning process. Similarly, Best Value should feature in an organisation's participation in Community Planning.

For local authorities, this guidance on Community Planning should be read in conjunction with the guidance for Best Value for Local Government (*hyperlink*) and the Guidance for Local Authorities which will support the Power to Advance Well-being (*hyperlink*). For other bodies participating in Community Planning this guidance should be read in conjunction with its own Best Value guidance. Best Value will apply to the rest of the public sector since the inclusion, as of April 2002, of a duty of Best Value in the memoranda for

Accountable Officers¹. The wording of this duty will be updated to reflect the formulation of the statutory duty for local authorities. Other Community Planning partners not under a duty of Best Value may wish to consult the Best Value guidance as a useful source of information.

2. Duty to initiate and facilitate the Community Planning Process

The duty under section 16 of the Act requires local authorities to initiate and facilitate the Community Planning process. This duty has been placed on local authorities because they are unique as democratically accountable bodies with a broad range of responsibilities which impact significantly, and directly, on communities. As well as being a principal provider of services in their areas, they have a range of enabling, regulatory roles and other responsibilities and functions.

2.1 What the duty entails for local authorities

A local authority will be expected to establish a Community Planning partnership for its area, comprising all *relevant* public, private, voluntary and community bodies in its area. Representation on the core partnership should be a matter for partners to decide locally, however the Community Planning process should be open to all bodies who wish to participate (*see Advice Note 1: Partnership Models and Structures for further information*).

The local authority, **assisted by those bodies subject to a duty to participate (see Section 3.1 below)**, will be responsible for facilitating the process by which the Community Planning partnership:

- Develops and sets out a joint vision with agreed objectives for the area, normally in the form of a Community Plan.
- Sets out challenging outcomes of performance for the Community Planning partnership (as a whole) along with the contribution expected from individual participants in the partnership towards delivering these key outcomes. These outcomes should reflect both performance in the *process* of partnership working and outcomes for the partnership related to performance in *service improvements*.
- Identifies and allocates the resources necessary to achieve the agreed outcomes.
- Monitors progress with regard to the agreed outcomes, on what is being done by way of Community Planning and sets out and executes regular evaluation of progress.
- Reports on Community Planning partnership progress on the agreed outcomes along with reporting on what has been done by way of Community Planning (*see paragraph 11 for further detail*).
- In light of monitoring, evaluation and reporting requirements sets out revised actions and outcomes normally as a supplement to the Community Plan.
- Streamlines the arrangements for the planning and delivery of services to ensure a connection between strategies and with other partnerships, the removal of any wasteful overlaps and the improvement of efficiency and effectiveness.
- Observes equal opportunity requirements and encourage equal opportunities (*see also paragraph 7*).

¹ Accountable Officers are Heads of Department within the Executive and Chief Executives of other public bodies (for example Scottish Enterprise and SEPA). Accountable Officers duties, set out via the Public Finance and Accountability Act are the personal responsibility of Accountable Officers and include propriety, regularity, value for money and best value.

- Develops processes which maintain a regular and effective means of communication between participants in the partnership.
- Develops processes for the sharing of appropriate information between partners.

In facilitating the process local authorities acting on behalf of the partnership should engage effectively by consulting and co-operating with other public bodies, community bodies and other bodies or persons as is appropriate. Details of these requirements are set out in paragraphs 5 and 6.

3. Duty to Participate in the Community Planning Process

The duty under section 16 of the Act requires NHS Boards, Scottish Enterprise, Highlands and Islands Enterprise, Joint Police Boards and Chief Constables, Joint Fire Boards, the Strathclyde Passenger Transport Authority (SPTA) and the local authority to participate in the Community Planning process. Consultation consistently highlighted that these agencies should be placed under a statutory duty to participate. The inclusion of the SPTA and Fire services ensured a degree of consistency in coverage of these functions across Scotland.

These duties should not imply any lessening of status or importance of other participants in Community Planning partnerships. Although not bound by the terms of the Act, other public bodies should also refer to this section as a useful guide when participating in the Community Planning process. Section 16 (3) of the Act gives Scottish Ministers the power to add to the list of agencies under a duty to participate in Community Planning if this is deemed necessary.

3.1 What the duty entails for other bodies

For those bodies mentioned in section 16 (1) of the Act, the emphasis will be one of ensuring that they engage with the Community Planning partnership processes covering their area on an on-going basis. **Specifically, all participants will be required, by virtue of section 16 (2), to assist the local authority in its facilitation role set out in paragraph 2 above.**

These bodies should also be prepared to make their own distinctive contribution to realising the objectives and outcomes agreed collectively by the partnership. This may entail taking a leadership role on certain facilitation tasks and/or policy issues on behalf of the partnership (*see also paragraph 8*).

4. Duty on Scottish Ministers

The duty under section 16(8) requires that Scottish Ministers shall, when discharging any function of theirs, promote and encourage Community Planning. Scottish Ministers includes the Scottish Executive and Executive agencies.

While Community Planning is a process concerned with better local governance it will rely on a strong commitment at the national level along with a national framework which will establish priorities and targets for Community Planning partnerships and their participants. The duty will also ensure that Scottish Ministers promote and encourage Community Planning to a wider range of bodies undertaking functions on behalf of Scottish Ministers such as Non Departmental Public Bodies (NDPB's), and also in their functions in engaging with departments and agencies that are reserved.

4.1 What the duty entails for Scottish Ministers

Scottish Ministers, through the Scottish Executive and its Executive agencies, will be expected to:

- Promote and encourage the process of Community Planning as the key over-arching framework to improve the planning and provision of services.
- Take into account the views of the collective Community Planning partnerships in setting policy priorities, particularly on those issues requiring a joined-up approach between a number of bodies.
- Develop mechanisms within the Executive and its agencies to ensure:
 - that they are joined-up in developing policies and performance frameworks and indicators
 - that they are joined-up in communicating to agencies and/or Community Planning partnerships the means of delivering these policies, whether this is through strategies and plans, sponsorship of its NDPBs or specific projects, funds and initiatives.

Communities Scotland

Communities Scotland have an important role to play in implementing aspects of regeneration policy as set out in *Closing the Opportunity Gap* (<http://www.scotland.gov.uk/library5/social/bcis-00.asp>) and Community Planning partnerships will provide an important framework towards achieving this. One particular requirement is the continued engagement of Communities Scotland in the Community Planning process, both at a strategic level and through involvement in individual Community Planning partnerships at a local level within disadvantaged areas.

5. Engaging Community Bodies and other Public Bodies

Section 15(1) of the Act, requires local authorities, as facilitators, to consult and co-operate with community bodies and with other public sector bodies as appropriate in the Community Planning process. Section 15(2) also requires the local authority to invite and encourage community bodies and other public sector bodies within the local authority area to participate in Community Planning. Section 16(2) requires that those bodies required to participate in Community Planning assist the local authority in its role as facilitator. This section should be read alongside Best Value Guidance (*see also Advice Note 5: Effective Community engagement for more information*).

5.1 Engaging Community Bodies – What the Duty Entails

The effective and genuine engagement of communities is at the heart of Community Planning. There are a wide range of ‘communities’, some defined by geography (such as a neighbourhood or town), some by common or shared interests (such as young people or carers). The definition of ‘community body’ in the Act, section 15(4), is therefore deliberately broad in order to avoid excluding any particular communities.

This guidance sets out the framework and parameters for community engagement in the Community Planning process. Consultation alone is not sufficient to ensure effective community engagement. Community engagement in this context must involve consultation,

co-operation and participation. It is the responsibility of the local authority, as facilitator of the Community Planning process, to take a view on the appropriateness of particular arrangements to their own particular circumstances.

Purpose of Engagement

In the context of Community Planning, the main aim of community engagement should be to improve the planning and delivery of services by making them more responsive to the needs and aspirations of communities. This will require the Community Planning partnership to seek the views of communities, but also to secure their more active involvement as partners in Community Planning.

It is particularly important that communities are engaged in the process at the local level as it is at this level that agencies can come together and work with their communities to address local problems and concerns in a way that cannot be achieved at a council-wide level alone.

It would be unrealistic to expect that the needs and aspirations of all communities be met in full, and Community Planning partnerships should be clear and explicit about this when engaging with communities. Genuine community engagement will, however, benefit decision making within spending bodies by giving an informed view of priorities.

With Whom?

Local authorities, in their initiation and facilitation of the Community Planning process, should consult and co-operate with a wide range of interests including:

- Community and voluntary organisations whether delivering services or representing a specific area or interest. This includes including young people and youth work bodies who already make a valuable contribution to the planning and provision of services through their involvement in youth fora and their active citizenship. These may be locally based or where appropriate a regional or national organisation.
- Community Councils fulfilling their role as representatives of their local area.
- Equalities groups and interests (see para 10 on mainstreaming equalities).
- Business, through representative organisations or businesses themselves.
- Trade unions as representative and democratic agencies.
- Professional interests.

Community bodies involved in the Community Planning process should operate in an open, democratic and accountable manner, and be clear about what interests they can or cannot represent. However, as facilitator the local authority should also engage with those individuals who would not normally participate ('hard to reach'). The process should also be open to individuals who may not always form part of an organised or structured group.

Means of engagement

The ways in which Community Planning partnerships engage with communities should reflect the circumstances of their particular communities. For example, the structure and working practices of organisations and groups in rural areas will be distinct from urban areas and will require tailored approaches. However, there are some common requirements:

- Community Planning partnerships should ensure that there are agreed criteria in place for the engagement of community bodies and that there is a process in place for systematic review of its approach to community engagement.
- Representation of community interests on the Community Planning partnership is one means of engagement and this should be considered by partnerships as a potential option for engagement.
- Community Planning partnerships should fully consider how more localised or neighbourhood Community Planning structures may feed into the Community Planning process in its area. The engagement of communities is likely to be most effective and meaningful at this level.
- Consultation is important but so is feedback. Community bodies should feel that they have been listened to and that the partnership has taken account of their views. Community bodies should also be provided with information about the actions taken after consultation through transparency in the decision making process and in reporting (*see para 11*).
- Consultation alone cannot provide a basis of for effective community engagement. However, good practice in consultation can be used to help provide the basis for other forms of community engagement.
- The voluntary sector plays a key role in involving communities and excluded groups, particularly at the local level. Local authorities and other Community Planning partners should ensure their skills are fully utilised (*see Advice Note 5: Effective Community Engagement for further detail*).

Adding Value

The engagement of community bodies in the Community Planning process should build on, and enhance, existing arrangements and partners should share existing good practice. There will inevitably be a degree of judgement on whether existing approaches are effective but, in line with the over-arching framework of Community Planning, there should be a presumption towards:

- Using and/or building upon proven or successful representative, consultative or co-operative mechanisms already established e.g. councils of voluntary services, community forums, interest forums or community councils
- Complementing consultation and co-operative mechanisms already undertaken by individual organisations who are part of the Community Planning partnership.
- Collective approaches by agencies comprising the partnership to engaging communities

To ensure Best Value in the use of resources methods used should be cost effective and be proportional to the issues being addressed and intended follow-up.

Supporting the Process

Building social capital– the motivation, networks, knowledge, confidence and skills -within communities should be an integral part of achieving more effective community engagement. Local authorities, in conjunction with their other Community Planning partners, should provide support to community and voluntary bodies to facilitate community engagement in the Community Planning process to those communities most in need. Support given should respect the independence of these bodies.

Community learning and development should play a central role in supporting the engagement of communities (including young people) in the Community Planning process. Guidance, *Working and Learning Together to Build Stronger Communities* was issued in January 2003 (<http://www.scotland.gov.uk/library5/social/walt-00.asp>) and strengthens the link between community learning and development and Community Planning at all levels. Support will also be provided by Community learning and development partnerships to assist community bodies to develop their own ideas for their community including education and training support - this support will be targeted towards disadvantaged communities. Community learning and development partnerships provide an important means of engagement for Community Planning partnerships.

Local authorities, in fulfilling their duty to facilitate, and other bodies in a supporting role to local authorities, should also ensure they have the necessary skills and motivation to engage with community bodies.

6. Engaging Other Public bodies – What the Duty Entails

Section 15(2) requires the local authority to invite and encourage appropriate other public bodies in the Community Planning process. Similar to the engagement of community bodies, ‘public bodies’ are again broadly defined in the Act. In the context of this section it excludes those bodies who are already under a statutory duty to participate in the process (*See paragraph 3*). Such bodies may include, for example, tourist agencies, further and higher educational establishments, bodies with a specific environment remit such as Scottish Natural Heritage or bodies with a UK remit and local presence such as JobcentrePlus.

The number and type of public bodies who exercise functions within a local authority area will vary throughout Scotland so there cannot be a single template for their engagement. For example, an agency with a predominantly rural remit, such as the Forestry Commission, or the Crofters Commission, will be particularly relevant in rural areas. There will be also be different means of engagement depending on the structure of the Community Planning partnership. Representation at the strategic Community Planning partnership may not always be appropriate. Bodies who have a remit that covers a specific community or neighbourhood within a local authority area, for example, registered social housing landlords may find engagement in local or neighbourhood partnership processes more relevant.

The local authority, in its facilitation role, should ensure that they identify all such public bodies operating in the local authority area. They should ensure that these bodies are aware of the Community Planning process in the area and invited to discuss the appropriate level and means of their involvement (*see also Advice Note 2: Partnership Models and Structures for further information*).

7. Mainstreaming Community Planning within the Organisation

The essence of Community Planning is about collective / collaborative working and it should be integral to the various planning and service delivery functions of the local authority and other Community Planning partners.

The Best Value Guidance for local government highlights joint working as a process which should inform and influence every aspect of its Best Value work – from planning to delivery and review. A local authority which fully embraces the concept of Community Planning will demonstrate joint working in its political management structure; corporate planning and service planning; consultation with stakeholders; communications with staff and others; codes of governance; allocation of resources; training and development and its review machinery and so on.

Work is now underway to prepare Best Value guidance applicable across the public sector. Guidance will mirror experience to date in audits of local authorities, which places a strong emphasis on the engagement of partners and stakeholders although the approach will need to recognise the diversity of different models of delivery in the wider public sector.

Mainstreaming of Community Planning principles within each partner organisation requires on-going training and development for staff, board and elected members. Research² and consultation has demonstrated the need for investment in elements of the Community Planning process to better support the capacity and skillbase of organisations to engage effectively in the Community Planning process (*see also Advice Note 6: Building Organisational Capacity*).

Effective mainstreaming of Community Planning principles within an organisation will also require effective leadership from local authorities in their role as facilitators of the process and from leaders within other participating organisations. Leadership will be necessary to ensure that the culture of partnership working and community engagement are cascaded to intermediate and front-line staff as well as Executive/Board level.

8. Leading on Community Planning Themes

The community leadership of local authorities is recognised in the duty of local authorities to facilitate the Community Planning process. However, the development and delivery of specific strategies and themes within the Community Planning partnership should be a shared task. The leadership role should be carried out by the organisation best placed to discharge this role. Participating partners should be encouraged to lead on appropriate themes. For example, in tackling crime- and the fear of crime- which is a key strategic theme for many areas, the Chief Constable may lead the local Community Safety Partnership with the support of, for example, local authority colleagues in housing and social work, and the voluntary sector. Community Planning partnerships themselves are best placed to agree on leadership in taking forward strands of Community Planning under the umbrella of the partnership.

9. Community Planning Partnerships – Fit for Purpose

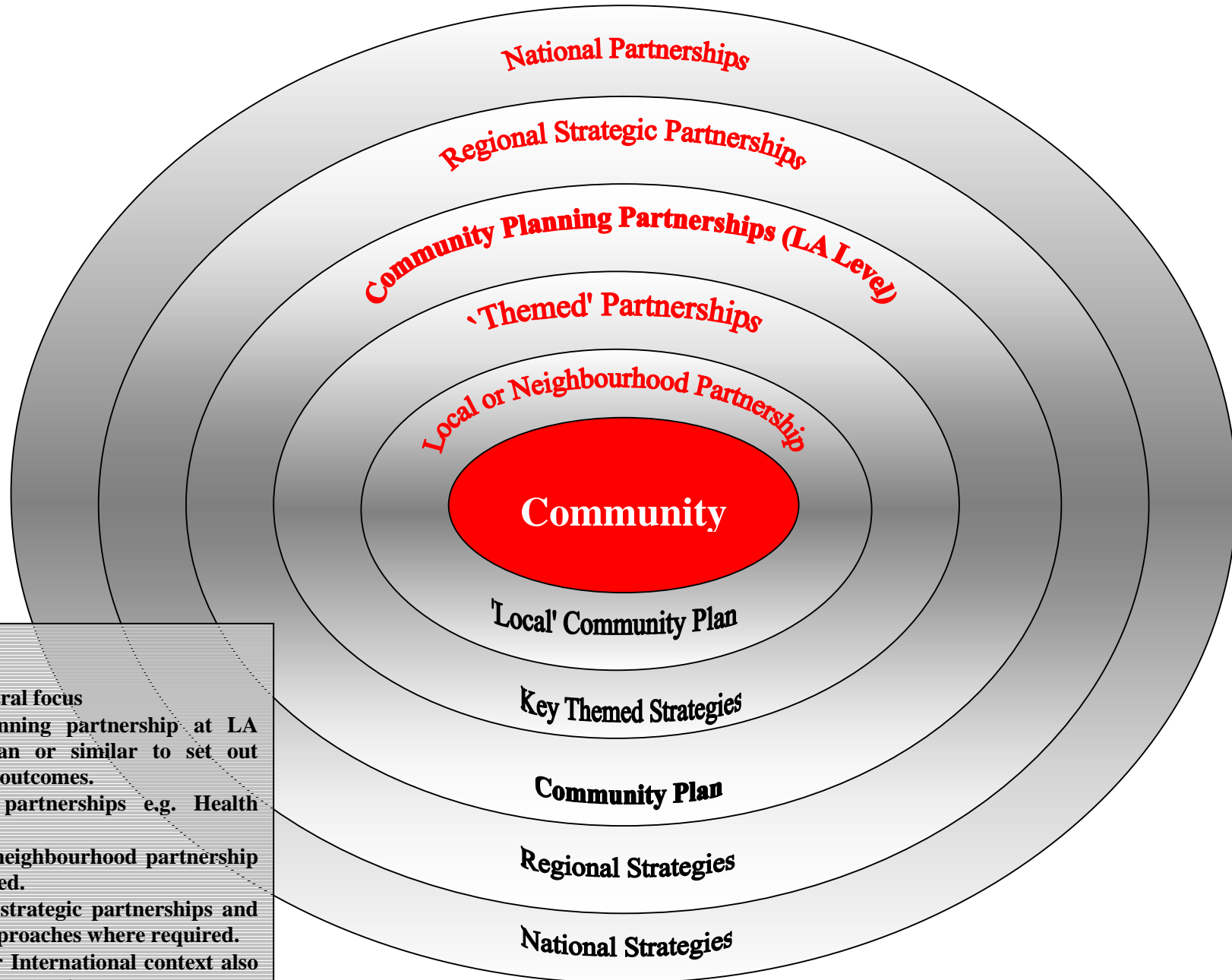
To improve the planning and provision of services, Community Planning will need to operate at various levels dependent on the issues being addressed. The key determinant will be the most effective way of addressing the well-being of the particular community or communities

² Scottish Executive, [Capacity Building for Community Planning](#), November 2002

- *see diagram overleaf*. The Community Planning process will link the national, regional local and neighbourhood levels ensuring a balance between:

- The Community Planning process at the local authority level. The main Community Planning partnership will operate at this level and oversee a range of themed partnerships.
- The Community Planning process operating below that of the local authority at a neighbourhood or more localised level (*see Local Community Planning in Guidance Note 2: Partnership Models and Structures for further detail*)
- The Community Planning process operating through collaboration between Community Planning partnerships where the issue warrants a more strategic consideration. The Act (section 15(3)) provides for partnerships to work together. The associated power of well-being for Councils (section 20) in the Act also allows local authorities to invest outside their areas so long as it is to the benefit of their communities. It will be important for each community plan to identify where issues have a clear resonance beyond the local authority boundary, for example, land use, transport or economic development. Strategic linkages at the regional level by working with other Community Planning partnerships and/or agencies of that partnership should be developed where appropriate. Engagement should continue to be within the overarching framework of Community Planning and full use should be made of existing partnership mechanisms already operating at the strategic level, for example Local Economic Forums.
- National priorities which may be implemented by Community Planning partnerships and the ability of Community Planning partnerships to influence national priorities.

COMMUNITY PLANNING PARTNERSHIPS



Key Features

- Community need is central focus
- Main Community Planning partnership at LA level. Community plan or similar to set out responsibilities and key outcomes.
- Linked with themed partnerships e.g. Health Improvement
- Supported by local or neighbourhood partnership structures where required.
- Supported by regional strategic partnerships and national partnership approaches where required.
- Issues of a European or International context also a consideration - *not shown in diagram*

10. Mainstreaming Equal Opportunities into Community Planning Process

Section 59 of the Act, requires that Scottish Ministers, local authorities and all other bodies participating in Community Planning should do so in a manner which encourages equal opportunities and, in particular, the observance of the equal opportunity requirements. This provision also relates to the duty of Best Value and to the power for local authorities to advance well-being. Further, section 17(1) of the Act requires that local authorities in their duty to initiate and facilitate Community Planning should, on behalf of Community Planning partnerships, report on actions that have been taken to comply with these duties (*see paragraph 11 for further detail*).

The legal definition of equal opportunities is set out in Schedule 5, Section L2 of the Scotland Act 1998 as:

“the prevention, elimination or regulation of discrimination between persons on the grounds of sex or marital status, on racial grounds or on grounds of disability, age, sexual orientation, language or social origin or of other personal attributes, including beliefs or opinions, such as religious beliefs or political opinions”

In respect of Community Planning, equalities objectives must be mainstreamed by the local authority in its facilitation role under section 15 of the Act; by those bodies under a duty to participate in Community Planning by virtue of section 16 of the Act and by Scottish Ministers in relation to their duties under section 16 (8) of the Act. All other bodies and agencies participating in Community Planning are strongly advised to pay regard to this guidance and to mainstream equalities objectives into their involvement with Community Planning.

More detailed guidance on how to mainstream equalities has been prepared by the Scottish Equalities Co-ordinating Group (*hyperlink to Guidance on Equalities, Best Value, Community Planning and the Power to advance well-being*).

11. Reporting on Community Planning

Section 17 of the Act relates to reporting arrangements. Local authorities, as facilitators of the Community Planning process, are required to produce a report on Community Planning in their area. Section 17 (1)(2) of the Act sets out a number of key points the reports must contain. Apart from these points the Act allows a local authority to decide the content and form of such reports and how often they should be published. Section 17(5) provides for regulations to be issued which would set out more specific reporting requirements if experience shows that this is necessary (section 17 (5)).

Reports must contain information on:

- What has been done by way of Community Planning and what were the results.

And in particular:

- How a local authority has implemented its duties under s16 of the Act. This should include reporting on the means of consulting community bodies and other public bodies and a summary of the outcomes of consultation.
- The outcomes in service improvement of those bodies participating in the Community Planning process in the area, and evidence and analysis to support this.

Audit Scotland will work with Community Planning partners to develop a menu of key indicators from which partnership can select, to support effective performance management and benchmarking. It is not the intention to create a new set of statutory indicators of performance for Community Planning. However, section 17(9)(c) of the Act, amends section 1 of the Local Government in Scotland Act 1992 to give powers to the Accounts Commission, if necessary, to require cross-cutting indicators which will demonstrate the action required towards meeting some outcomes from local authorities as facilitators of the process. Work will also be continued on the performance management framework initiated by the Community Planning Task Force (see also Advice Note 9: Performance Management and Monitoring)

- What progress has been made in relation to meeting equal opportunity requirements and promoting equal opportunities within the Community Planning process (see paragraph 7).

Those bodies subject to a duty to participate in the Community Planning process under section 16 must provide information to the local authority to assist in the production of these reports as reasonably required by virtue of section 17(3).

Reports should be geared towards the local community rather than the Scottish Executive. Local authorities may consider integrating these reports within the public performance reporting framework as an appropriate option. The Executive is developing guidance on the public performance framework. Whatever method of reporting is chosen local authorities should:

- Be clear about what information communities would find useful in order for them to form a view of the achievements of Community Planning in the area.
- Ensure information is reported in a clear and concise manner.

12. Ensuring it Works Effectively

The overall intention of the Act is to offer trust within a framework, and to ensure that partnerships are given every opportunity to ensure that the implementation of the Community Planning process works well. However, there may be instances where performance, for one reason or other, is not satisfactory.

For example, there may be instances where relationships within a Community Planning partnership deteriorate to the point that, for example:

- The duties to facilitate or participate in Community Planning are seriously compromised.
- The operation of the Community Planning process is being compromised over a period of time, as distinct from a disagreement over a particular issue.

Such cases need a measured and staged process. The Accounts Commission for Scotland will audit councils' achievements in relation to their statutory duties under the Local Government Act, including Community Planning (see below).

Successful Community Planning will require the efforts of other public sector organisations. It is the Auditor General for Scotland (AGS) who has audit responsibility for these bodies. Audit Scotland will work with the Auditor General for Scotland through a protocol to ensure that auditors working to both AGS and the Accounts Commission jointly seek to resolve issues. In the event that an audit were to find that Community Planning was not working well in a particular area, and that the performance of non-council public sector bodies was implicated, these findings would be included in the report to the Commission. This in turn could recommend that the Auditor General investigate as appropriate.

The basis for the Accounts Commission's processes for auditing local authorities is as follows:

- A Best Value audit will be undertaken on a cyclical basis by Audit Scotland, on behalf of the Accounts Commission.
- The Accounts Commission can intervene if issues arise outwith the audit cycle.
- There is a process for ministerial intervention (see para 12.1 below)

The first Best Value audits will be undertaken from November 2003 onwards and the integration of the Community Planning audit will take place in due course. Further details of these processes are being finalised. Further information about the Accounts Commission and Audit Scotland can be found at: <http://www.audit-scot.gov.uk>

12.1 Ministerial Enforcement

Powers of intervention are available to Ministers after a report from the Controller of Audit if a local authority continues to fail to comply with its duties. We would expect local authorities to address any difficulties identified by the Controller of Audit so the Scottish Ministers would deem this stage in the process most unlikely.

13. Establishment of Corporate Body to Co-ordinate Community Planning

Section 19A of the Act sets out the conditions whereby a Community Planning partnership can trigger a Ministerial order-making power to establish the partnership as a legally distinct corporate body. The aim of this provision is to allow corporate bodies to be formed to co-ordinate or further Community Planning in its area, not as a corporate body that substantially delivers services in itself.

As Community Planning partnerships develop over time, they may wish to innovate and develop their co-operative working relationships and arrangements and the purpose of Section 19A is to allow the Community Planning partnerships to have the option of establishing themselves as a distinct legal entity, independent from any one partner. The provision in the Act is permissive and enabling – the decision to form a corporate body of the Community Planning partnership rests at the local level. It can only be triggered by an application of members of the partnership itself, which must include the local authority. The application must specify the functions to be undertaken by the corporate body details of the consultation undertaken and the outcome of the consultation.

Broad agreement from the wider participants in the Community Planning partnership would be required before a Minister would proceed with an order. This stops short of requiring unanimity among every participant in a Community Planning partnership, but all of the key agencies involved would need to be in agreement. The order will be subject to scrutiny and approval by the Scottish Parliament.

Accounts Commission

Continues through the Audit Process to give assurance on probity, stewardship and financial management in Scottish Local Government.

Audit Scotland

Provides services to the Accounts Commission and the Auditor General for Scotland. Together they help to ensure that the Scottish Executive and public sector bodies in Scotland are held to account for the proper, efficient and effective use of almost £20 billion of public funds.

Best Value

Aim of Best Value is to modernise local government management and business practice so that local authorities can deliver better, more responsive public services. It seeks to pursue continuous improvement in performance, while paying due regard to economy, efficiency, effectiveness and equal opportunities requirements.

Cities Review

A review of the economic, social and environmental prospects of Scotland's 6 cities (Aberdeen, Dundee, Edinburgh, Glasgow, Inverness and Stirling) to identify Executive policies that will improve those prospects. The Cities Review Analysis and "Better Building Cities" have outlined the key issues for Scotland's cities how the Executive proposes to address these areas.

Communities Scotland

This is an Executive Agency of the Scottish Executive. It was set up in November 2001 to take forward Ministers' priorities in relation to community regeneration.

Community or communities

This can be either a 'geographic community' — a group of people living within a single area — or a 'community of interest' — a group of people who share a common characteristic or identity, such as ethnic-minority communities or a 'lifecycle' group such as older people.

Community Budgeting

This is a process where information is collected and made available about the spending of important organisations in particular local areas. The information can then be used to involve communities in the main decisions about services in their areas.

Community Learning and Development

This is an approach to education, based on working with communities to tackle the real issues in people's lives. All professionals working in community regeneration should use this approach.

Community Planning Task Force

The Community Planning Task Force was established in March 2001 to further develop Community Planning in Scotland and provide guidance and advice to local authorities, their partners and Ministers. A key role for the Task Force has been to assist Ministers and

Parliament in developing new legislation and accompanying guidelines for Community Planning as part of the Local Government in Scotland Act 2003.

Community Regeneration

This is the process of tackling poverty, deprivation and social exclusion within a particular geographic area, or within a particular group of people.

CoSLA

The Convention of Scottish Local Authorities - CoSLA is the representative voice of Scotland's unitary local authorities.

Local Economic Forums

22 Forums in Scotland based on Local Enterprise Company boundaries with membership comprising key public and private sector players. Forums are about resolving overlap and duplication in, and improving, local economic development activity by better co-ordination of effort and engaging customers in service design. Local Forum action plans in place to reduce overlap and streamline access to business support services and encourage agencies and business to work together for services which are focused, co-ordinated and geared towards helping businesses develop.

Neighbourhood

This is a local area. It is difficult to be exact about what a neighbourhood is, but it is generally an area with a few thousand people. A neighbourhood may cut across administrative boundaries.

Social Capital

This is where a local community has the skills, resources, networks, opportunities and motivation to work together effectively to promote its own wellbeing.

Social Inclusion Partnerships

These are local multi-agency regeneration partnerships that target particular geographic areas (area-based SIPs) or client groups (thematic SIPs), which receive funding directly from the Scottish Executive.

Social Justice

This is the equal and fair distribution of social values such as freedom, income and wealth and the opportunity to take part in society.

Local Government in Scotland Act 2003

**COMMUNITY PLANNING
ADVICE NOTES**

MAKING IT WORK FOR SCOTLAND

CONSULTATION DRAFT

March 2003

INTRODUCTION

The Local Government in Scotland Act 2003 provides a framework for the development of Community Planning in Scotland. However, statutory measures alone will not guarantee the successful implementation of Community Planning- there will be a need for continuous learning and development.

These Advice Notes have been prepared to build on the provisions in the Act and on the content of Section 1 guidance. The aim of these notes is to illustrate how Community Planning may work in practice and facilitate the sharing of experience amongst all those involved in Community Planning. The notes also provide, where appropriate links to further sources and information on developments at a national level. As Community Planning is an evolving process and partnerships throughout Scotland are at different stages of development some of the advice will be more appropriate in some areas than in others.

It is intended that these Advice Notes will be updated on a regular basis to reflect new developments and sources of further information.

Community Planning in Practice

These Advice Notes features examples of Community Planning in practice. These are *not* intended as approaches that should be replicated but rather as examples of approaches that others may find interesting. On-going information about developments across the country are necessary to ensure the notes are useful to readers. Community Planning partners are encouraged assist the Executive and other partners in collating examples of Community Planning in practice. A template for examples has been developed for this purpose. The template and examples of Community Planning in practice are available on the Community Planning Task Force website. (<http://www.communityplanning.org.uk/best.html>)

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Community Planning Advice Note 1: National Framework/National Priorities

Introduction

Community Planning offers considerable potential for the better alignment of national priorities with local priorities. Recent surveys³ have shown that existing community plans covering Scotland already have recognition of national priorities including health, community safety and the environment. There is also a range of partnership mechanisms which have built up over time relating to national policy initiatives and funding programmes. Some of these sit firmly within the context of the Community Planning framework, others less so.

Recent research⁴ has also identified that ‘thematic-based’ national policy initiatives or guidance at a national level are not always immediately compatible or joined-up with planning and delivery processes at local levels. Community Planning partnerships are grappling to find the best way to integrate other planning systems and partnership structures into the overall Community Planning framework⁵. Although the situation has improved over the last two years as familiarity with the aims of Community Planning has spread, this remains a challenge for both the Scottish Executive and public bodies.

The statutory underpinning for Community Planning and the recognition of it being the overarching partnership framework at the local level provides a good opportunity to set out some of the key strands of national policy and approach to which Community Planning partnerships will find it useful to pay regard to. It is not the purpose of this Advice Note to repeat the national framework in each and every policy area⁶. However, there are a number of instances where the cross-cutting nature of policy is particularly marked and where Community Planning has a specific role to play in addressing these cross-cutting challenges.

It is important to bear in mind that these are existing policy areas and as national policy and Community Planning develops Community Planning partnerships will have an enhanced role in the development and review of this national framework. This is reflected in the duty on Ministers to promote and encourage Community Planning which will entail taking into account the views of collective Community Planning partnerships in setting policy priorities (*see para 5.1 of Section 1*).

³ The Scottish Executive, (2001) *Community Planning in Scotland*.
http://www.communityplanning.org.uk/documents/Final_report1.pdf

⁴ The Scottish Executive (2002), *Capacity Building for Community Planning*.
<http://www.scotland.gov.uk/library5/planning/cbcp-03.asp>

⁵ The Scottish Executive (2002) *Getting Under the Skin of Community Planning*.
<http://www.scotland.gov.uk/cru/resfinds/lgrf1-00.asp>

⁶ The broad based nature of Community Planning is such that reference to all strategic frameworks in the advice note would be unrealistic. This guidance sets out the priorities of the Scottish Executive and areas of key interest in terms of the necessity for collaborative working between agencies. It is illustrative in nature and not intended to be exhaustive and the absence of a reference does not in any way imply Community Planning partnerships should not address a particular issue.

Programme for Government / Vision for Scotland

The Scottish Executive has a vision of a Scotland where everyone has access to the education, training, opportunities and public services they need to build a successful, sustainable and healthy life for themselves, their families and their communities. Scotland should have high quality public services that make sure that everybody has access to the same standards of service, and therefore the same access to opportunity and a higher quality of life, regardless of who they are or where they live.

This vision is reflected in a focus on five key areas which matter most to the people of Scotland – **health, education, crime, transport and jobs**. In addition, the Scottish Executive recognises the threads running across these priorities, and two particular policies on **closing the opportunity gap** and **sustainable development** are priorities for continuing action.

This is articulated in *Building a Better Scotland: Spending Proposals 2003-2006* (<http://www.scotland.gov.uk/library5/government/babs-00.asp>). The new approach set out in this report represents the start of a new financial and performance framework for the Executive. High-level aims and objectives are clearly set out so everyone can understand the policy goals being pursued. The drive towards more efficient and effective public services is a central feature of the Executive's approach.

Cross-Cutting Policy Themes

Social Justice

Social Justice underpins the whole range of Executive policies. The success in promoting social justice in recent years has been significantly attributable to our capacity to tackle complex, multi-faceted problems by working in partnership across Ministerial portfolios and with other organisations and sectors. The renewed attack on disadvantage, signalled by the commitment to close the opportunity gap, will build upon existing partnerships and partnership working.

Administrative structures will not be allowed to stand in the way of delivering the changes that are required. The Minister for Social Justice exercises a specific co-ordinating role, working with Ministerial colleagues and others to assist them in developing and delivering from their own policy agendas and encouraging and facilitating joint working where appropriate.

Closing the Opportunity Gap: Scottish Budget for 2003-06 describes by Ministerial portfolio how the Executive's spending plans for the next three years will target the most disadvantaged groups and communities and help them to realise their potential.

(<http://www.scotland.gov.uk/library5/finance/ctog-00.asp>) While the "2002 Social Justice Annual Report" describes how the Executive is tackling poverty and exclusion through a diverse but co-ordinated raft of policy initiatives and provides up-to-date statistics which aim to help inform evidence based social justice policy making.

(<http://www.scotland.gov.uk/library5/social/emsjm-00.asp>).

It is encapsulated in the Executive's core social justice beliefs that people should be supported in building strong, safe communities in which to live and work and that inequality

and discrimination have no place in Scottish society. Our approach to **community regeneration** and **equalities** are described in more detail below.

Regeneration – ‘Closing the Opportunity Gap’

Much of the success in tackling social injustice in recent years has been attributable to our capacity to tackle complex, multi-faceted problems by working in partnership across the public, private, voluntary and community sectors. The Executive’s commitment to tackling inequalities between communities and narrowing the gap between the disadvantaged and everyone else, is set out the Community Regeneration Statement, *Better Communities in Scotland, Closing the Gap* (<http://www.scotland.gov.uk/library5/social/bcis-00.asp>).

This makes it clear that Community Planning offers a new opportunity to improve how community regeneration is delivered in Scotland, by joining up national and local priorities, and by tackling the problems of deprived neighbourhoods, but as part of the wider Community Planning process. This should involve mainstream providers targeting their budgets and programmes more effectively on deprived areas and joining-up their services with the work of smaller community and voluntary organisations. It will also require a greater focus on the needs of local communities and work to make sure that local people have the social capital (skills, confidence, support, networks and resources) to take advantage of and increase the opportunities open to them.

There are good examples of joint working and community involvement and of budgets being brought together so that money can be spent flexibly on what is needed locally, not just on what it has always been spent on.

(<http://www.scotland.gov.uk/about/DD/SI/00016209/page847272500.aspx>)

Other links / reading:

- Closing the Opportunity Gap: Reporting publicly on how well the Executive as a whole is doing in closing gaps. Scottish Budget for 2003-2006 (<http://www.scotland.gov.uk/library5/finance/ctog-01.asp>)
- Community Regeneration Statement: Implementation of Action Plan (<http://www.scotland.gov.uk/library5/social/crsi-00.asp>)

Sustainable Development

Sustainable development is not an optional extra. Developing sustainably means ensuring that our actions today do not limit our quality of life in the future. In April 2002, the Scottish Executive published “Meeting the Needs... Priorities, Actions and Targets for Sustainable Development in Scotland” (<http://www.scotland.gov.uk/library5/rural/mtnsd-00.asp>), which sets out our vision for sustainable development in Scotland. This identified three main priority areas of resource use, energy and travel, and sets out a range of actions being taken to address these. It also set out a range of indicators and targets to help us to monitor our progress. Further information on these was published on 19 February 2003 in *Indicators for Sustainable Development for Scotland*.

(<http://www.scotland.gov.uk/pages/news/2003/02/SEEN334.aspx>)

Fully integrating sustainable development into the daily work and thinking of a large organisation is not easy. The inclusion of sustainable development as a Best Value consideration will assist in this process (see Best Value guidance).

In relation to the collective commitment to sustainable development Community Planning along with the power to advance well-being will enable local authorities and their partners to work together in a more holistic way that supports sustainable development. This is recognised in Building a Sustainable Scotland: Sustainable Development and the Spending Review 2002(<http://www.scotland.gov.uk/library5/agri/bass-01.asp>). Community Planning partnerships should ensure that their plans and processes fully consider sustainable development.

A number of Community Planning partners have a statutory remit relating to sustainable development.

Local Agenda 21

In 1997, the Prime Minister Tony Blair challenged all local authorities to produce Local Agenda 21 strategies by the end of 2000 to outline how they planned to promote sustainable development in their area. All 32 Scottish local authorities worked, with guidance from CoSLA, to ensure that their strategies were complete by the end of December 2000. Some of these strategies link into partnerships' community plans, therefore making the important link with the Community Planning process. For more information see the COSLA website, (<http://www.cosla.gov.uk/index.asp?pageId=10001AAF0-11253315>). All members of the Sustainable Scotland Network (SSN) are involved with the co-ordination and delivery of Local Agenda 21 strategies within their communities. The range of professional disciplines represented in the SSN provides a great resource from which to draw. The network represents a cohesive group of practitioners at Scottish level, active in the development, implementation and monitoring of policies and projects on sustainable development.

Biodiversity

The draft Scottish Biodiversity Strategy, "***Biodiversity Matters; Towards a Biodiversity Strategy for Scotland***" was published on 25 January 2003 and was issued for consultation on 14 March 2003 (<http://www.scotland.gov.uk/library5/environment/biom-00.asp>). The Biodiversity Strategy has been produced by the Scottish Biodiversity Forum at the request of Ministers. The Forum is a broad based partnership led by the Scottish Executive, and includes government agencies, NFU Scotland, RSPB, Scottish Wildlife Trust, Scottish Natural Heritage, Forestry Commission, CoSLA, Scottish Power, SEPA, BTCV Scotland, Tourism & Enterprise Forum, VisitScotland.

The strategy sets out a 25 year vision for biodiversity in Scotland and outlines the relevance of biodiversity to Scotland, highlighting the importance of our natural resource to the economy and improved quality of life. It recommends that the Strategy is taken forward through 3 main groups focusing on Rural, Marine and Coastal and Urban sectors. Ministers will consider the results of the consultation before making a formal response to the Forum. The Forum will continue its work developing implementation plans and key indicators to ensure that the Strategy's aims are met.

The draft Nature Conservation (Scotland) Bill which is also out for consultation, proposes a general biodiversity duty on all Scottish public bodies and office holders. This duty will oblige all public authorities to "further the conservation of biodiversity in the course of

exercising their functions and in doing so act with reference to the aims and objectives of the Scottish Biodiversity Strategy.

Other links/reading:

- The Scottish Biodiversity Forum (2003) *Towards a Strategy for Biodiversity: The Resources and Trends*, (<http://www.scotland.gov.uk/library5/environment/bior-00.asp>)
- The Scottish Biodiversity Forum (2003) *Towards a Strategy for Bio-diversity: Developing Candidate Indicators* (<http://www.scotland.gov.uk/library5/environment/bioi-00.asp>)
- Scottish Bio-diversity Group, *A Flying Start: Local Biodiversity Action Plans in Scotland* (<http://www.scotland.gov.uk/library3/environment/fslb-00.asp>)

Equalities

The Equality Strategy (<http://www.scotland.gov.uk/library3/social/wtes-00.asp>) outlines the Scottish Executive commitment to mainstreaming equality in policy making across the public sector. Consultation and engagement with equality groups is a key strand of the Equality Strategy. Effective consultation with groups such as disabled people, women, minority ethnic communities, faith groups and lesbian, gay, bisexual and transgender communities is essential in order to develop inclusive policies and deliver services that meet the needs of all stakeholders.

Other links/reading:

- Good Practice Guidance on Consultation with Equality Groups (<http://sh45inta/library5/social/gpgc-00.asp>) provides advice on how to consult with equality groups.
- Good practice guidelines on translation, interpreting and communication support are also available (<http://www.scotland.gov.uk/library5/social/sticf-00.asp>).

Key National Priorities

Health

Although NHS Scotland leads on healthcare interventions, health itself is so fundamental to all that we do and is affected by so many factors that it is everyone's business. As stated in the White Paper, *Towards a Healthier Scotland* (our people's underlying life circumstances and lifestyles need to be improved if we are to secure significant improvements in health and reductions in health inequalities (<http://www.scotland.gov.uk/library/documents-w7/tahs-00.htm>)). Therefore, assessments of potential health impact should inform decisions across a broad sweep of topics, not just those that are specifically directed at health improvement. Community Planning, particularly through Joint Health Improvement Plans (<http://www.show.scot.nhs.uk/sehd/publications/DC20020116OurCommHeJointHIPS.pdf>) will provide a vital framework within which this process can take place

The White Paper affirmed mental health as a priority for the NHS in Scotland. Our National Health committed the Executive to looking for ways to overcome the stigma which can attach to poor mental health, and to developing a national framework to address unacceptably high rates of suicide – especially among young men. Choose Life', a National Strategy and

Action Plan to Prevent Suicide was launched in December 2001. (www.scotland.gov.uk/library5/health/clss-00.asp)

Improving health necessitates a collaborative working amongst a range of partners. Guidance to NHS Boards on Local Health Plans makes reference to Joint Health Improvement Plans (JHIPs) (http://www.show.scot.nhs.uk/sehd/mels/HDL2002_73.pdf). *Our Community's Health - Guidance on the Preparation of Joint Health Improvement Plans* was issued in January 2002. The expectation is that all Community Planning partners will take actions from these plans into their own planning processes. (<http://www.show.scot.nhs.uk/sehd/publications/DC20020116OurCommHeJointHIPS.pdf>)

The Community Care and Health (Scotland) Act 2002 (<http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2002/20020005.htm>) is complementary to the Local Government in Scotland Act in that it allows for NHS Scotland and local authorities to move funding between bodies delegate functions and pool budgets to create integrated services. The Joint Future Agenda is increasingly referred to as an example of Community Planning in action working within the over-arching framework. It takes a distinct suite of health, housing and social care services and applies the principles of partnership working to the assessment, planning, resourcing and management of community care services to achieve better outcomes for patients, services users and carers.

The Health White Paper, *Partnership for Care*, (<http://www.scotland.gov.uk/library5/health/pfcs-00.asp>) emphasises the need for patient focus and public involvement in the delivery of health services and the need for redesign and modernisation of health services, with delivery as close as possible to the patient. It also gives a renewed impetus to managed clinical/care networks. (Effective public involvement in health service delivery is intended to go well beyond traditional models of consultation, and Community Planning partners will potentially have a key role to play in supporting and making an input to involvement. There may be room for shared approaches to involvement through the Community Planning partnership. Clinical/care networks that cross a number of local authority areas will require to have relationships to a number of Community Planning partnerships.

Other Links / Reading:

- 2nd Scottish Executive Annual Report on Drug Misuse (Jan 2003) <http://www.drugmisuse.isdscotland.org/publications/local/ardm03.pdf>
- Scottish Executive Drug Strategy: *Tackling Drugs in Scotland-Action in Partnership* <http://www.scotland.gov.uk/library/documents-w7/tdis-00.htm>
- Scottish Executive Alcohol Problems Website www.scotland.gov.uk/health/alcoholproblems
- Smoking Kills - A White Paper on Tobacco <http://www.archive.official-documents.co.uk/document/cm41/4177/4177.htm>
- Community Care: A Joint Future <http://www.scotland.gov.uk/health/jointfutureunit/>
- Community Care and Health (Scotland) Act Guidance <http://www.scotland.gov.uk/library5/health/ipjw-00.asp>

Education

Investment in education is an investment in our children and young people – our most valuable asset. Our schools have a vital role in developing the potential of our children, giving them a sense of self-fulfilment and equipping them for adult life. Our overarching aim is to give every child and young person the best possible start in life through delivering the National Priorities for Education, and closing the gap for those who are not sharing the general level of attainment and well-being. *Building a Better Scotland: Spending Proposals 2003-2006* (<http://www.scotland.gov.uk/library5/government/babs-00.asp>) sets out how we are working to deliver this aim through key objectives and targets for closing the opportunity gap, building capacity and ensuring excellence.

National Priorities in Education

The *Standards in Scotland's Schools etc. Act 2000* set out the new school improvement framework. This Act introduced the idea of setting 'National Priorities in Education' as aspirations towards which all schools in Scotland should be working. After a consultation exercise, five National Priorities (NPs) were agreed in December 2001 (www.scotland-legislation.hmso.gov.uk/legislation/scotland/ssi2000/20000443.htm) under the following headings: Achievement and Attainment, Framework for Learning, Inclusion and Equality, Values and Citizenship and Learning for Life.

Under the terms of the 2000 Act, authorities are required to publish annual statements of improvement objectives, taking account of the five National Priorities, and schools in turn have to produce annual development plans taking account of their authority's improvement objectives. We would expect authorities to take account of the decisions of Community Planning partnerships in their annual statements of improvement objectives.

Performance measures and quality indicators have been set for each outcome within the five Priorities as part of the process of monitoring progress, and targets are set locally for some measures after consultation between authorities and schools. Authorities and schools are encouraged to introduce their own measures and indicators to ensure that they are locally relevant and provide good evidence of the National Priority outcomes. Some national quality indicators are still in development. We will be taking account of Community Planning in completing the development of indicators, especially the indicator on citizenship. Again, we would expect Community Planning partnerships to be able to influence any choice of local indicators, measures and targets within the school improvement framework. Support materials for schools and authorities, including data and interesting practice is available on the National Priorities web-site (www.nationalpriorities.org.uk).

New Community Schools

The New Community Schools approach is central to our policies for closing the gap, driving forward better-integrated services for, in particular, the most disadvantaged children. Developed initially through a pilot programme, the approach is now being rolled out across all our schools, with a completion date of 2007. This is closely linked with the drive to have all schools as Health Promoting Schools by the same date. It requires professionals from a range of services – formal and informal education, social work, family support and health promotion and improvement – to work together to help children and young people to overcome the barriers to learning and positive development.

While these are the core services, other agencies will have much to contribute to the successful delivery of the approach and should be encouraged to participate. These may include the police, the voluntary sector, local GP practices and local childcare providers. New Community Schools are expected to forge strong relationships with parents and with the wider communities which they serve. The development of active parental and community links may also afford opportunities to participate for sporting and cultural organisations, youth clubs, community learning and development and further and higher education establishments.

New Community Schools lie at the heart of their local communities, and it will be important for Community Planning partnerships to play an active part in the development and delivery of the approach in their areas. Further information on New Community Schools can be accessed at (www.scotland.gov.uk/education/newcommunityschools).

School Estates

The Scottish Executive and local authorities are working to improve the school estate infrastructure in Scotland, and the Executive and COSLA jointly published their strategy on the school estate 'Building our Future: Scotland's School Estate' in February 2003. The overarching objective of that strategy is to deliver better public services to children and communities through the school estate. Local authorities are now developing local school estate management plans which will set out a way forward to make improvements to the school infrastructure in support of this objective. This will require a clear focus on objectives, and working together across Community Planning partnerships to take a joined up approach tailored to the needs of users. The strategy will be available on the Scottish Executive website shortly.

Lifelong Learning

Further Education (FE) Colleges and Higher Education Institutions have an important contribution to offer to the process of Community Planning.

FE colleges are engaged in a variety of activities to meet the diverse needs of their local and wider communities. Geographically, they are also well placed at the physical heart of their communities, spread throughout Scotland. FE colleges are encouraged to give particular priority to the principle that further education is a key to social and economic inclusion. They are charged with increasing access to and participation in further education, particularly for those from disadvantaged backgrounds. They are central to their communities and therefore have an important role to play in Community Planning.

Higher Education Institutions are very conscious of their contribution both locally and nationally to the economy and the cultural and social fabric of Scotland. They train various professionals, including doctors, nurses, social workers, teachers, architects and lawyers. They have considerable expertise in research and consultancy to put at the disposal of responsible bodies.

Scottish Ministers encourage participation in Community Planning through issuing annual guidance letters to the Scottish Further Education Funding Council and the Scottish Higher Education Funding Council. These letters set out Ministerial policy objectives which the

Councils are expected to address when deciding on how to distribute public funds to institutions.

- FE Guidance Letter
(<http://sh45inta/library5/education/feguidance03-04.pdf?mode=view>)
- HE Guidance Letter
(<http://www.shefc.ac.uk/whatsnew.htm>)

The strategy for lifelong learning: '*Life through Learning; Learning through Life*' was launched on 11 February 2003. Our lifelong learning policy for Scotland is about personal fulfilment and enterprise, employability and adaptability, active citizenship and social inclusion. Lifelong learning is mainly about the training and learning that people can achieve after they leave school. We want to make it possible for more young people to stay on at school or college. And we want all pupils and students over 14 to gain work-based vocational learning and enterprise experience. Lifelong learning covers the whole range of learning. That includes formal and informal learning and workplace learning. It also includes the skills, knowledge, attitudes and behaviours that people acquire in their day-to-day experiences.

Other Reading / Links

- Lifelong Learning Strategy (<http://www.scotland.gov.uk/library5/lifelong/lism-00.asp>) Determined to succeed: A Review of Enterprise in Education – Evidence Report (<http://www.scotland.gov.uk/library5/lifelong/reer-07.asp>)
- Careers Scotland – <http://www.careers-scotland.org.uk>
- HE Review - (<http://www.scotland.gov.uk/who/elld/hereview.asp>)
- Scottish Further Education Funding Council – (<http://www.sfefc.ac.uk>)
- Scottish Higher Education Funding Council – (<http://www.shefc.ac.uk>)

Crime

National targets have been agreed between the Scottish Executive, the Association of Chief Police Officers in Scotland and the Scottish Police Authorities Forum. Although these have been publicised as national targets for the police service, progress against them will depend on the active engagement of other partners alongside police forces. The targets are for reductions in traffic accident casualties; reductions in serious violent crimes and an increase in the clear-up rate for these crimes; reductions in housebreaking and vehicle crimes; increases in drug seizures and in detentions of drug supply crimes; and an increase in the detection rate for racially aggravated crimes. Reducing the general public's fear of crime is also seen as a high priority.

Community Safety

Community Safety Partnerships are local authority led and normally include police, fire, health, voluntary sector, business sector and community interests. There is a partnership established in all 32 local authority areas. The Community Safety Partnership Award Programme was introduced on 1 April 2002 and gives all partnerships a share of £12 million over 3 years for local community safety initiatives. The Award is made up of 2 elements: a 'Formulated Award' based on population share and crimes per head of population and a

'Variable' Award based on progress and quality of Partnerships' community safety strategies and action plans (www.scotland.gov.uk/library5/society/cspa-00.asp).

Domestic Abuse

Tackling domestic abuse requires a unified response. This includes effectively co-ordinated partnership at local levels. Within each partnership it is important to build on existing good practice and ensure that the work of multi-agency fora on domestic abuse and community safety partnerships is effectively integrated into the Community Planning process. Preventing Domestic Abuse: A National Strategy will be published in the forthcoming months.

Transport

The Transport Delivery Report, *Scotland's Transport: Delivering Improvements* (<http://www.scotland.gov.uk/library3/transport/stdi-00.asp>), published in March 2002, set out the Executive's strategic vision for transport over the next ten years and beyond. The Report described achievements in transport across Scotland and across all modes, as well as identifying ten key priority projects such as the letting of the new Scottish passenger rail franchise, the introduction of free local off-peak concessionary bus travel for older people and people with a disability, developing an effective public transport system for Edinburgh and tackling Aberdeen's congestion. *Scotland's Transport* also highlights the key transport challenges facing Scotland: tackling urban and inter-urban congestion, improving accessibility and integration, and completing vital missing links in the transport infrastructure.

In September, the 2002 Budget (<http://www.scotland.gov.uk/library5/government/babs-11.asp>) delivered a substantial uplift on spending in transport. By 2006, almost £1 billion a year will be spent on transport in Scotland, of which 70% will be focused on public transport. These resources have allowed us to make firm funding commitments to a range of major infrastructure projects – the M8 and M80 motorway upgrades, a new bypass for Aberdeen, the reinstatement of the Airdrie-Bathgate rail way line, rail links to both Glasgow and Edinburgh airports and so on.

Building Better Transport (<http://www.scotland.gov.uk/library5/transport/bbtr-00.asp>), published in March 2003, updates progress on transport since the publication of the Transport Delivery Report across five key areas – economic growth, integration, accessibility, new ways of working and future developments. The report gives details of progress on major transport projects across all modes, as well as describing the development of a transport investment strategy which will facilitate a longer-term approach to financial planning.

The Executive works in close partnership with local authorities, issuing guidance to them on the development of Local Transport Strategies which is due to be updated towards the end of 2003. The Transport (Scotland) Act 2001 also facilitated greater partnership working between authorities and other regional stakeholders. Four voluntary transport partnerships have been created – covering the north, south-east, west and Highlands – which are producing cross-boundary Joint Transport Strategies, and maturing into a valuable regional presence.

Enterprise

The *Framework for Economic Development* published in 2000 set out the overarching approach to delivering long-term sustainable economic growth (<http://www.scotland.gov.uk/library3/economics/feds-00.asp>). *A Smart Successful Scotland*, (<http://www.scotland.gov.uk/library3/enterprise/sss-00.asp>) published in January 2001, gives strategic direction to the key delivery agencies, Scottish Enterprise and Highlands and Islands Enterprise. It highlights the priority areas for economic development, in which Scotland must develop in order to achieve economic success in the medium to long term. These are grouped into strategic themes: growing businesses, global connections and skills and learning. The Scottish Enterprise Network is pursuing these objectives in a way which is sensitive to local needs and opportunities.

Following the Enterprise and Lifelong Learning Committee's review of local economic development in 2000, Local Economic Forums (LEFs) were introduced in each of the 22 Local Enterprise Company areas in Scotland. This has led to a simpler and more cohesive structure in local economic development.

Forums are charged with facilitating better partnership working between local authorities, local enterprise companies, the higher and further education sectors, the employment service and business representative bodies such as the Federation of Small Business and the Scottish Chambers of Commerce. Forums have developed and are delivering action plans to address overlap and duplication. Local partners are also being asked to work together to produce a local economic development strategy coherent with *A Smart Successful Scotland*.

From their inception, Forums have been seen as major contributors to the economic dimension of community planning. The established mechanism of Local Economic Forums provides an appropriate level of engagement with key partners in local economic development, with business representation at their heart. LEFs are examples of community planning in action, balancing local discretion and national priorities in tailoring business services to the specific needs of a community.

Other links / reading

- National Guidelines for Local Economic Forums.
(http://www.scotland.gov.uk/enterprise/localeconomicforums/lef_guide2_final.pdf)

Key Cross Cutting Issues

Rural Development

Improving the delivery of services to rural communities has been at the heart of the Executive's rural development policy over the past three years, and was highlighted as a priority issue in our vision statement, *Rural Scotland: A New Approach*, published in May 2000 (<http://www.scotland.gov.uk/library2/doc15/rsna-00.asp>).

The Executive are taking forward the recommendations of the Scottish National Rural Partnership's report, *Services in Rural Scotland*, which set out how service providers - in the public, private and voluntary sectors - can improve delivery and access to services in rural areas. A progress report (<http://www.scotland.gov.uk/library5/rural/isrs-00.asp>) has recently been issued and this envisages an important role for Community Planning partnerships.

Recommendations on measuring poverty and social exclusion and ways of promoting social inclusion in rural areas are set out in the report, *Poverty and Social Exclusion in Rural Scotland* (<http://www.scotland.gov.uk/library3/society/pser-00.asp>). The report highlights two particular issues - access and visibility which distinguish social exclusion in rural areas from that experienced in urban areas. Ministers have endorsed the action set out in the report and action is being taken forward across the Scottish Executive and externally.

Local Rural Partnerships (LRPs) are affiliations between communities, and public, private and voluntary sector organisations in locally defined areas of rural Scotland. There are currently over 40 LRPs across rural Scotland. The main aims of LRPs are to empower rural communities to make decisions and take action to address issues within their local area. It is essential that LRPs link with other local partnerships and particularly with Community Planning structures.

Other Links / Reading:

- The Scottish Executive has funded the development of a Rural Community Gateway website. The website (<http://www.ruralgateway.org.uk/>) is run at arm's length from the Scottish Executive. It will be a resource for Scotland's rural communities, allowing them to access information and share knowledge and experience.
- The Scottish Rural Partnership Fund provides grant funding to support the development of rural communities throughout Scotland. The objective of the fund is to empower rural communities to make their own decisions and to take forward projects that meet local needs.
- Further details of these initiatives and information about the work of the Rural Policy Team can be found at (www.scotland.gov.uk/ruralpolicy)

Culture and Sport

Culture and Sport make a significant contribution to improving the quality of life for individuals and communities across Scotland. They also exert a strong beneficial impact on a wide range of other policy areas, for example, health, education, regeneration, rural development, enterprise and sustainable development.

Culture

Organisations, including local authorities, making local cultural provision already liaise with colleagues and other providers operating in these sectors. The early tranche of Community Plans showed evidence of themes such as 'health and wellbeing' which sought to promote physical activity, while some Plans indicated a commitment to the arts. Overall, however, it appears there is still some way to go before culture and sport deliver their potential impacts within the Community Planning process. We are trying to address this in a number of ways.

The National Cultural Strategy includes key priorities

(<http://www.scotland.gov.uk/nationalculturalstrategy/docs/cult-00.asp>):

- To work with CoSLA and others to promote effective local partnerships between groups of local authorities and key local bodies to provide a wide range of local cultural activities in line with local priorities.
- To embed cultural strategies within the local Community Planning process and community learning plans, forming links with key local agencies.

A joint working group of the Scottish Executive and CoSLA was set up to draft guidance for local authorities on the implementation of the National Cultural Strategy. The final document will be published in Spring 2003. The guidance stresses the role of partnerships and Community Planning to develop the important benefits of culture and sport at local level, stating that it is good practice for local authorities to promote cultural provision within Community Planning, for the wellbeing of communities and individuals.

Sport

Sport 21 2003-2007, the up-dated strategy for sport in Scotland, is due to be published at the end of March 2003. The strategy has been drawn up following consultation with key partners, with various interests to reflect the key role which sport has to play in the nation's health, education, prosperity and quality of life. The updated strategy relevant for all partners is relevant to those required to deliver and develop sport in Scotland. Three long term visions for Scotland continue to underpin the Sport 21 strategy:-

- A country where sport is more widely available to all.
- A country where sporting talent is recognised and nurtured.
- A country that achieves and sustains world class performance in sport.

One of the targets for 2007 in the strategy is that every local authority area's Community Planning process will have contributed to achievement of the other targets. This recognises the key role the Community Planning process can play in co-ordinated local delivery of sport. The engagement of key local sports organisations in the Community Planning process can ensure that partner organisations are aware of the cross-cutting benefits that sport delivers to local communities. The six Area Institutes of Sport are good example of local authorities, health, Higher and Further Education bodies and sports bodies working in partnership to help talented athletes fulfil their potential. This model can be developed and extended through the Community Planning process to ensure sport plays its full part in the health and well-being of communities.

Sport has a key role to play in tackling the low levels of physical activity amongst all sectors of the population. The Physical Activity Strategy published in February 2003 presents new targets for levels of physical activity to be achieved by 2022 and a strategic framework for delivery. The strategy recommends that local Community Planning partnerships are given political support and enough resources to help them co-ordinate and put into practice actions and support for the development of physical activity. There are other recommendations for strengthening the local infrastructure through, and by, the Community Planning process.

- The cultural agencies – including the Scottish Arts Council, sportscotland and the National Institutions – are examining ways to increase their active engagement with Community Planning. In Spring 2003, the agencies plan to hold a seminar, with the Community Planning Taskforce and local authorities to discuss ways to develop their commitment to the process.

Other links/reading:

- Sport 21:
<http://www.sportscotland.org.uk/contents/sportpolicy/sport21intro.htm>

National Planning Framework and Review of Strategic Planning

One of the key outcomes of the Review of Strategic Planning is the intention to prepare a national planning framework (www.scotland.gov.uk/planning). It is intended that the framework will be a non-statutory planning policy document covering the whole of Scotland. It will provide strategic guidance on how the country should develop spatially over the next 25 years, and how the planning system can assist in delivering that development. The framework will focus on the themes of economic development, transport, housing and social justice, rural development, sustainable development and energy. The preparation for the framework is currently underway and will involve continuous stakeholder engagement. Key points are as follows:

- It will indicate how different parts of Scotland can play to their strengths to contribute to the overall success of the Scottish economy.
- The broad consensus emerging from consultation so far, is that the framework should focus on a limited number of key spatial issues of national importance.
- Key issues are strategic transport, infrastructure, spatial aspects of economic development strategy; and energy, water and telecommunications infrastructure.
- Second round of stakeholder seminars to be arranged in the early summer, to share emerging thinking.

Another key outcome of the Review of Strategic Planning are the proposed changes to development planning, including the removal of requirements for structure plans covering all parts of Scotland. Instead, for the city regions, there will be strategic development plans and local development plans. For the rest of Scotland there will be a single tier development plan. Scottish Ministers will prescribe those Councils that will be required to work jointly to prepare city region plans.

There will be a statutory requirement to establish a joint committee to oversee the preparation of the strategic development plan and a dedicated team. All development plans will contain an action plan that should be updated every two years, the aim of which is to improve the level of commitment to the plans by other public and private bodies responsible for delivering much of the plan. It will be important to establish and maintain links between Community Plans and action plans from the outset.

21st Century Government

The 21st Century Government agenda seeks to modernise the delivery of public services. The vision is of a Scotland where the delivery of public services and public information are characterised by their:

- Citizen focus.
- Choice of means of access.
- Convenience.
- Effectiveness.
- Continuous improvement.

The 21st Century Government Unit within the Scottish Executive is responsible for e-government/ modernising government agenda, as part of drive to improve public services across Scotland The Unit is also responsible for the Modernising Government Fund (MGF) which aims to take forward projects involving innovative provision of improved public services, focussing on the citizen's needs.

Further links/reading:

- 21st Century Government website: (<http://www.scotland.gov.uk/government/c21g/>)

Scotland's Cities

In recognition of the importance of our cities in Scotland, the Scottish Executive published "Building Better Cities: Delivering Growth and Opportunities" (<http://www.scotland.gov.uk/library5/finance/bbcs-00.asp>). This statement outlines a framework for addressing the challenges and opportunities facing each of our cities as they move confidently into the future. The Executive is looking to the city local authorities, and the Highland and Stirling Councils, to facilitate the development of a 10-year vision for their city as a key component of the Community Planning framework which is already being put in place.

Many of the issues to be addressed such as transport, economic development and land use planning require a city-region wide dimension. The Executive will look to city based Community Planning partnerships to actively consider with region-wide partners how best to draw together the wider city-region view, as part of the development and implementation of this Vision.

Other links/reading:

- Building Better Cities: Guidance and Next Steps:
(<http://www.scotland.gov.uk/library4/FCSD/POLUnit/00016092.aspx>)

Children's Services

Ensuring better integrated children's services is a key priority for the Scottish Executive. A Cabinet Sub-Committee on Children's Services, chaired by the First Minister, is driving this agenda forward.

The October 2001 report *For Scotland's Children; Better Integrated Services for Children*, (<http://www.scotland.gov.uk/library3/education/fcsr-00.asp>) produced for the Executive by

an independent team of secondees from local authorities, the NHS and the voluntary sector, set out the importance of better integrated services.

Since the report was published, developments have included the issuing of guidance on more integrated planning for children's services and the release of resources from the Changing Children's Services Fund to encourage better joint working by the statutory and voluntary sectors. Legislation, taken forward by the Scottish Parliament's Education, Culture and Sport Committee, to establish a Commissioner for Children and Young People in Scotland (http://www.scottish.parliament.uk/parl_bus/legis.html#71).

The importance of joint working has since been particularly highlighted in the report *It's everyone's job to make sure I'm alright: Report of the Child Protection Audit and Review* (<http://www.scotland.gov.uk/library5/education/iaar-00.asp>) drawn up of Scottish Executive and seconded staff, published in November 2002. The Executive has developed a five point action plan in response.

Joined-Up Working

All organisations involved in public service delivery have a responsibility to be joined-up – both within their organisations and with other organisations and service providers.

The Scottish Executive fully recognises the benefits of a joined-up approach to policy development and policy implementation and should strive to set an example in being joined-up in its own processes, including its relationship with other bodies and groups. The Duty on Ministers (*see Section 1, para 4*) includes a commitment to develop mechanisms within the Executive and its agencies to ensure that they are joined-up in setting priorities and in communicating to agencies and/or Community Planning partnerships the means of delivering those priorities. There are already developments within the Executive to take this process forward.

The Executive's Changing to Deliver programme offers a framework for reviewing and improving how we carry out our business. In particular the Customer Focused Policy Making workstream recommends a range of actions to enhance the way that the Executive develops policy. Work is continuing on this and a series of projects are being taken forward to build upon best practice and move towards an increasingly customer focused and evidence based approach to policy making in the Executive.

Local Outcome Agreements

Local Outcome Agreements (LOAs), in making the link between national priorities and local implementation based on the achievement of outcomes, can be a useful tool for better joined-up working between agencies and for involving and responding to the needs and aspirations of communities. There have already been a series of pilot LOAs between the Scottish Executive and local government. Agreements are signed between the Executive and individual authorities concerned, setting out clear targets on how the council will contribute towards the national priority. In return local authorities receive additional flexibility in the use of funds and reduced reporting requirements.

Specific LOAs have been established for adult literacy, the Rough Sleepers Initiative, the Better Neighbourhood Services Fund (see below), community care services for the elderly and Children's Services.

Pilot authorities have found it very helpful to see a clear statement of Executive priorities and have been willing to challenge themselves to propose better achievements on these outcomes in return for more freedom about the means of achieving them. The further development of the LOA approach is being taken forward with the Executive and local government.

As an example the Better Neighbourhood Service Fund (BNSF) is providing £90m over three years to improve core services in Scotland's most disadvantaged areas. Twelve local authorities and their community planning partners are piloting LOAs which set out what they will do through BNSF to achieve a range of defined and quantifiable outcomes. Local communities have been involved in the development and monitoring of these LOAs and there is an on-going research programme to ensure that the lessons from BNSF and the LOA approach.

Community Planning Advice Note 2: Partnership Models and Structures

Introduction

As outlined in Section 1 (2.1) a local authority, in its facilitation role, will be expected to establish a Community Planning partnership which operate in its area, comprising all relevant public, private, voluntary and community bodies in its area.

There is no single model of Community Planning partnership and it is inappropriate to be prescriptive about the structures, or composition of partnerships that should be adopted. This note outlines some key considerations that partners may wish to take into account in developing their structures at a strategic and local level. The particular models and structures adopted relate closely to issues of effective partnership working and this note should be read in conjunction with Advice Note 4: Effective Partnership Working.

Research for the Task Force has provided a snapshot of progress and has shown that there is considerable diversity in terms of the size and composition of Community Planning partnerships, reflecting different stages of development and local circumstances (<http://www.scotland.gov.uk/library5/social/uscp-00.asp>). However, there are some common elements that can be identified:

- **Partnership Groups** - usually comprising senior representatives, either Chief Executives, Directors, from partner organisations.
- **Implementation Groups** - involving less senior officers from partner organisations. These groups are usually charged with responsibility for taking forward Community Planning between meetings of the main Partnership Group.
- **Thematic Groups** - most partnerships have established or are in the process of establishing thematic groups with responsibility for developing the key strategic themes outlined in the Community Plan (in some areas these groups build upon existing groups which have been brought into the wider Community Planning process).

Partnership structures will evolve as Community Planning develops and different structures may be necessary as partnerships move from the initial visioning stage towards action planning and implementation. Whatever structures are adopted partnerships should ensure they are clear about their roles and tasks (as outlined in Section 1 para 2.1). There also needs to be clearly defined and accepted operational rules. Essentially as structures develop there will be a need for clear lines of accountability and delegation to ensure that the structures are working effectively.

Partnerships should also regularly review their structures for effectiveness (*see also Advice Note 4: Effective Partnership Working*).

Corporate Body Status

As Community Planning evolves and partnerships mature they may wish to consider a more formal arrangement. Section 19 of the Act allows Community Planning partnerships to apply

to Ministers to establish the partnership as a legally distinct body (see Section 1 para 10). Ministers have made it clear that the intention of this provision is to allow a corporate body to be established to secure better co-ordination in taking forward Community Planning, not to become a body that substantially delivers services in itself.

An incorporated Community Planning partnership could potentially offer a number of benefits. For example:

- Corporate support services of the various agencies comprising the Community Planning partnership could be drawn together on behalf of the partnership - for example, research, statistical information, support and administration, and procurement. This would ensure best value in the use of existing resources.
- Employee development, or elements of this, could be pooled which may help with the breaking down of any cultural barriers between organisations.
- The body could act as a conduit to receive cross-cutting funding from the Executive, with responsibility for distributing and ensuring effective use of funding.
-
- Partnerships may wish to consider the option of becoming an incorporated body as part of their review of partnership effectiveness and structures, although the decision to apply to ministers to become incorporated must be agreed by the majority of partners.

Who should be involved in Community Planning partnerships?

To make Community Planning effective there will need to be involvement and participation from a wide range of public, private and community bodies. The Act sets out the requirement of local authorities as facilitators to encourage community and other bodies in the Community Planning process (*see para 5 in Section 1*). This section focuses on involving other public sector bodies while Advice Note 5 covers the involvement of communities and Advice Note 3 covers private sector involvement.

Many other public bodies are already participating in Community Planning, for example tourist boards, environmental bodies such as Scottish Natural Heritage, and further and higher education establishments. Research for the Task Force has shown that where partnerships involved partners outwith the main public sector agencies their involvement was generally seen as providing a fresh perspective (<http://www.scotland.gov.uk/library5/social/uscp-00.asp>).

Local authorities, acting with other partners, should invite and encourage other public bodies to engagement in the Community Planning process. In doing so the benefits of being involved should be promoted- they should not view their involvement in the Community Planning process as an additional burden. There will be benefits to the community in receiving services that more closely relate to their need, but there will also be benefits to individual organisations, for example, access to a broader range of skills and competencies, the potential for innovation and leverage of resources. On an individual level there will be potential benefits of being involved including greater experience and professional development.

Involvement and participation of other public bodies can be at various levels and through various means. Whilst it is important to get other public bodies involved representation at the

core strategic partnership level may not be appropriate for all bodies. Key considerations will include:

- The balance between a maintaining a stable core membership whilst allowing sufficient flexibility for others to make their views known.
- Managing the potential tension between adopting an inclusive approach, which could require a large number of partners to be formally involved and the need for efficient decision making structures.
- The particular focus of bodies and potential contribution they can make, for example, bodies who have a remit that covers a specific community or neighbourhood within a local authority area may find engagement in thematic groups or local or neighbourhood structures more productive (see section below on Local Community Planning).
- The skills and competencies to operate at this level. Where new partners are brought in at the strategic partnership level there may be a need for initial induction and training.

Further education colleges have an important role to play in the Community Planning process, both at the overarching strategic level and also within specific themed partnerships. In **Fife**, further education colleges are represented on the Community Planning co-ordination Group, a working group of chief officers from all of the organisations in the Fife Partnership, which is responsible for implementing the Fife Community Plan. In addition, all four of Fife's further education colleges (Elmwood College, Fife College, Glenrothes College and Lauder College) participate in the Lifelong Learning Partnership, which has the lead responsibility for taking forward the "Well-educated and Skilled Fife" section of the Fife Community Plan.

On a practical level, the colleges participate in the development of community learning plans for localities across Fife.

The Highland Wellbeing Alliance invited **Scottish Natural Heritage (SNH)** to join the partnership when Highland became one of the pathfinder areas for the Community Planning process. At that time the Alliance undertook an internal review to ensure that it was fit for purpose. The process identified the natural heritage as being a significant resource for the area with 30% of the land being subject to an environmental designation and around 50% of all Scottish SSSIs being in the Highland. This highlighted the impact that SNH activity had on the environmental wellbeing of Highland and they were asked to participate in the partnership.

Since joining they have provided the expertise for the environmental indicators for the Community Plan, helped develop the Network 21 project, and are jointly managing the Leader + Programme with Highland Council. This European Union programme has attracted around £2.57 Million pounds for co-financing community based projects in Highland over the next 3 years.

Boundary issues can also be an important consideration. For example, a national or regional body such as the Scottish Arts Council or sportscotland will have a role to play in more than one local authority. It will therefore be important that Community Planning partnerships recognise that the capacity of certain bodies may be limited to engaging in formal partnership structures.

Such national and regional bodies will have to balance the contribution they make as local Community Planning partners with their national or regional obligations. Partnerships on a cluster basis may be one way of achieving better partnerships with national and regional bodies. Any such partnerships would have to recognise that individual local authorities may have different needs and circumstances.

Regional Arts Co-ordination and Planning

The **Scottish Arts Council** has established a series of area planning ('clusters') meetings. The aim of area planning is to:

- Develop a good fit between national and local arts policy/planning.
- Encourage a more equitable distribution of activity and funding.
- Increase investment in the arts.

These meetings bring together arts officers from several neighbouring local authorities, with a total of 6 clusters across Scotland. The purpose is to exchange information and best practice, and to identify actions. There is also scope for local authorities to explore joint initiatives, which may provide economies of scale – e.g. audience development strategies.

sportscotland's recent internal reorganisation will improve its capability to work effectively with partners at national, regional and local level, including Community Planning partnerships. The **sportscotland** group of companies includes the Scottish Institute of Sport which acts as a central focus for a national network which now includes 6 Area Institutes of Sport. These Area Institutes are supported by local authority and university partnerships. Such partnerships at regional level should not be limited to assisting high performance sport.

Local authorities are increasingly working with other bodies in providing sporting services. Regional partnerships of local authorities, including the Islands Forum (which brings together all local authorities with islands to address the challenges involved in developing sport in island areas) have an important part to play in delivery of *Sport 21*, the national strategy for sport.

Other public bodies may wish to consider how their operating structure can link into the Community Planning framework.

Across Ayrshire and Arran there is a joint public health structure linked to Community Planning. Local Health Care Co-operatives (LHCCs) in South Ayrshire have come together in a grouping that matches local authority boundaries. The following has been established:

- Joint health partnership including elected members, NHS Board and Trusts.
- Joint health implementation Group- which acts as the engine room of the system and focuses on key needs – children’s and women’s health. Leads on the health theme of the community plan.
- Public Health Improvement Group- is a virtual team which addresses public health issues in the Joint Health Improvement Plan and takes the public health agenda to other groups.
- Local Health Improvement Team at a local authority area.

The key work areas include strategic planning, networking, developing LHCC policy strategically and Community Planning. An example of what they have achieved relates to fall prevention in the elderly. By looking at information held by primary and secondary care and the local authority Public Health Practitioners identified a previously unrecognised problem with numbers of falls in the elderly. They have incorporated this as a priority into the Joint Health Improvement Plan and taken an inter-agency approach to prevention which includes an eight week programme for older people at risk delivered across health and local authority settings.

Local or Neighbourhood Community Planning

Community Planning processes at the council wide level are unlikely on their own to sufficiently capture the range of interests and concerns of communities and partner agencies at more localised levels. Community Planning processes will need to be put in place at a local or neighbourhood level if agencies responsible for service delivery on the ground are to work properly in partnership with one another and ensure effective community engagement (*see also Advice Note 5: Effective Community Engagement*).

Local or Neighbourhood Community Planning will be a particularly important instrument for:

- Rationalising the proliferation of partnership activity that exists in many localities (i.e. at a sub local authority area level).
- Ensuring that the vision and objectives at a more strategic level are informed by priorities at a more localised level.
- Ensuring local partnerships feel more engaged with the Community Planning process.
- Adequately assessing needs.

There will also be a particular need to develop an approach to Community Planning that best tackle the difficulties of communities with a concentration of multiple disadvantage, for example, in the areas of SIPs. The Community Regeneration Statement sets out proposals for integrating SIPs into the Community Planning framework (<http://www.scotland.gov.uk/library5/social/bcis.pdf>). Details of implementation of the Community Regeneration Statement Action Plan were published in early 2003 (<http://www.scotland.gov.uk/library5/social/crsi-00.asp>). Communities Scotland has been developing, in consultation with stakeholders, a framework for the transfer of SIPs to

Community Planning partnerships. Once the framework and implementation plan have been approved by the Minister for Social Justice they will be circulated widely and will be available on the Communities Scotland website (www.communitiesscotland.gov.uk).

There is a range of approaches to local Community Planning being adopted throughout the country and it is inappropriate to be prescriptive about the structures that should be adopted. Community Planning partnerships will need to give very careful attention in working out with their communities and partners the right structures and means of engagement for each locality. Key considerations will include:

- The scope of Community Planning at a local level – what can and cannot realistically be addressed at a localised level.
- Determining what types of localities constitute an appropriate basis for local Community Planning.
- Existing local partnership structures and how they can fit into the framework.
- Approaches to Community Planning at a localised level – different processes/structures may be required for different localities.
- Capacity building and associated resourcing implications of putting into place particular approaches e.g. staff support in implementing local community plans.
- Striking the right balance between providing strategic direction from the centre while allowing for sufficient freedom and flexibility from the bottom up, having regard to such issues as the delivery of best value and devolution of functions, budgets and decision making.
- Securing proper integration of central and localised Community Planning processes (e.g. priority setting, service planning, resource allocation, performance monitoring).

Local Community Planning is a success of **Stirling Community Planning Partnership** which will be built upon in the coming year. Each Community Council in the Partnership area has been given the opportunity to prepare a local community plan. Additionally, the disadvantaged communities of Stirling City and the Eastern Villages are being supported by Stirling Partnership for Urban Regeneration to develop their own local community plans.

Stirling views local community plans as being the key way to implement their strategic priorities. A local Community Planning framework has been developed to:

- Ensure that the local process informs and is informed by the strategic process.
- Ensure that all partner agencies have in place structures and processes, singly and collectively to enable them to respond locally and strategically.

Via the framework, partner agencies will be clear at what level their input will be most effective. Common issues arising from local community plans will be grouped and directed to the relevant partnership for a co-ordinated response.

Edinburgh is in the process of developing local Community Planning. Progress has been broadly focussed around two initiatives: the Local Development Committees and 6 pilot projects at the neighbourhood level. One pilot is the **West Edinburgh Community Planning Partnership** (WECPP) which is a sub-committee of the Council with partner and community representatives.

The WECPP's covers around 25,000 people. The agreed remit embraces:

- Review service performance in the area.
- Give views on service priorities to partners.
- Bring forward community strategies and initiatives.
- Consult upon and develop proposals for service improvement and co-ordination.

An operating structure has been agreed which allows for real community involvement and influence over service planning decisions. Communities of interest are represented and local people largely make up working groups rather than service providers. One of the key project areas is the Older Persons Service Forum. A co-ordinator will help older people examine six service issues and bring forward 2 for action to the WECPP. A forum also exists for young people based around the 3 secondary school student councils, an email bank is being developed to connect people and services electronically and a monthly newspaper is being delivered to every household and business in the area.

As noted above there will be bodies whose remit covers a specific community or neighbourhood within a local authority area who may have a potentially valuable role to play in local Community Planning structures.

The **Aspire Community Development Company** is a subsidiary of Rutherglen and Cambuslang housing Association (RCHA). Key partners include South Lanarkshire Council, Scottish Enterprise Lanarkshire, Bank of Scotland and Communities Scotland. It was set up by RCHA to encourage and develop economic activity in the local area.

Key outcomes included competition and restoration and refurbishment of the Rutherglen Business Centre, full occupation of the business space within the centre and the creation of 40 full-time jobs. A development officer will be engaged to develop Aspire's capacity to identify and facilitate local employment opportunities and work in partnerships with public, private, community and voluntary sectors.

Community Planning partnerships will also need to consider the development of thematic approaches to capture communities of interest, such as low income groups, people with disabilities, ethnic minority and other groups, where these groups are too thinly spread across the population to be effectively engaged through localised Community Planning processes.

Cultural and sporting projects exert a positive cross-cutting influence which can add value to approaches designed to address the needs of a range of different interest groups. For example, the use of cultural projects, with advice from the Scottish Arts Council, may assist in identifying and developing appropriate responses to the needs of minority ethnic communities and their interface with other local community groups. Such initiatives should be considered by Community Planning partnerships.

For further consideration of these and other issues, see *Local Community Planning: a discussion paper* developed by the Task Force.

(<http://www.communityplanning.org.uk/documents/cplocalcommunityplanddiscussionpaper.pdf>)

Community Planning Partnerships Working Together

As set out in section 1, the Act allows Community Planning partnerships to work together. Partnerships are encouraged to work with each other to address strategic issues, which transcend local authority boundaries, such as transport planning, aspects of economic development, waste management and land use planning.

The Review of Scotland's Cities (<http://www.scotland.gov.uk/library5/society/rsca-00.asp>) has already recognised the importance of developing effective relationships between the core cities and their surrounding regions area for a host of different reasons including economic, social, environmental, fiscal, administrative.

The Review of Scotland's Cities report emphasises the importance of a clear, shared vision in providing the impetus and framework for a successful city. The Executive is looking to the city local authorities, and the Highland and Stirling Councils, to facilitate the development of a 10-year vision for their city as a key component of the Community Planning framework which is already being put in place. Vision statements are expected to be produced by the end of May 2003 and will provide a basis for future discussions with stakeholders on the development of their cities, and for the Scottish Executive's consideration of the proposals for use of the City Growth Fund.

It is expected that to city based Community Planning partnerships will actively consider with region-wide partners how best to draw together the wider city-region view, as part of the development and implementation of this Vision. As part of the vision, cities may consider how they will keep such regional dialogue at the centre of implementation long term.

It will be important for all Community Planning partnerships to develop strategic linkages at the regional level to maximise opportunities and to minimise the potential for duplication and fragmentation. Links can be established through a number of measures such as:

- Reporting structures.
- Informal networking arrangements.
- Formal lines of communication.
- Partnership agreements and protocols.
- Scrutiny or accountability arrangements.

The Scottish Executive Environment and Rural Affairs Division recently provided one-off funding to Community Planning partnerships and Local Rural Partnerships to explore the role of Local Rural Partnerships and other rural community groups in the Community Planning process. Nine partnerships were awarded funding and will be holding events before the end of March 2003.

For example, **East and Mid-Lothian Councils** are holding a joint seminar to look at sustainable economic development opportunities. The seminar will allow attendees to discuss the role of rural community groups in the Community Planning process and launch a joint rural economic development strategy. Reports of all these planned events will be produced providing valuable information to other partnerships.

Community Planning Advice Note 3: Involving the Private Sector

Introduction

The involvement of the private sector will be an important ingredient towards the success of the Community Planning process. The objectives should be mutually supporting - to ensure that businesses fully contribute to the well being of local communities and, in turn, that the conditions exist for business to thrive and develop in that community.

Private Sector Diversity

It is important to recognise the diversity of businesses in terms of their size, nature and capacity. The term 'private sector' is generic and ranges from large corporate companies to small local businesses. As a sector it has many strengths and interests beneficial to the Community Planning process and it is important that these are fully utilised, for example:

- Skills and expertise in particular areas such as finance or project management.
- Energy.
- Focus and commitment to outputs.
- A view of the local economy.
- Perspective on the future.
- A particularly important contribution to regeneration activity within areas of disadvantage.
- Active interest in community issues in many areas.

The Federation of Small Businesses is actively involved in Community Planning groups and local rural partnerships across Scotland, reflecting the small business community's diverse range of interests and their involvement in moving communities forward. This can range from urban and rural businesses providing sustainable jobs and also extending advice, training and help within schools and communities.

Working with communities is at the heart of the small business sector. Examples of their involvement are wide-ranging and include the knitwear company in Shetland which teaches local people with disabilities new skills to sell their own products, and seasonal tourism businesses which have diversified their activity to create year-round employment.

Engagement in the process

Research has shown that whilst the private sector is actively involved in the Community Planning process in some areas, in others they are less prominent. Although they are represented on several Community Planning partnerships, it is very seldom that they occupy a leading role. There can be no single template for their engagement and Community Planning partnerships should identify the most effective means of engagement. This may take varying forms, for example:

- As a service provider, perhaps running a vital service in a rural area.
- As existing employers, generating wealth in the local economy.

- In relation to their Corporate Social Responsibility role.
- As potential investors or developers.

Although there is not one template for private sector engagement work has been done by, amongst others Scottish Business in the Community to look at basic principles for effective private sector engagement in local partnerships. The Scottish Executive has also carried out research in 2001 into the role of the private sector in Social Inclusion Partnerships, which outlined the key issues to be addressed in achieving better private sector involvement.

Shell has donated £20,000 each year for 3 years to Community Planning in Aberdeenshire and Aberdeen. Shell is particularly keen that the money is used in ways which engage local communities in local service planning and provision. In 2001/02 local rural partnerships across Aberdeenshire were invited by the Aberdeenshire Community Planning Partnership to apply for a grant to take forward a project in their area. Proposals were required to meet at least one of three criteria:

- To involve rural communities in developing the ways in which local public sector providers consult.
- Engage with, and involve communities and people in Community Planning.
- To ensure that the Aberdeenshire Community Planning partnership tests everything it proposes to do against active and informed community groups.
- To pilot the partnerships intention to develop Community Planning at a local level.

Four area partnerships were successful. For example, Buchan, Marr and Formatine area partnerships developed a joint proposal for “Planning for Real” events⁷ in nine areas.

In 2002/03 the funding is being used to host local Community Planning events in three of the councils administrative areas. These events will be used to raise awareness of Community Planning, amongst a wide range of bodies, and to discuss and agree appropriate structures for community engagement in this. The Community Planning partners will support the events. Alongside this funding, three further council administrative areas in Aberdeenshire are receiving funding from the Scottish Executive to take forward similar work in their local areas in 2002/03.

As part of its longer term commitment to Community Planning, Shell is working with the Aberdeenshire Community Planning Partnership (and other partnerships in the North East) to ensure the wider social investment programmes it provides can meet the needs and priorities of local communities.

Business people have many demands placed upon them as they commit to running an efficient and successful business. To this end, it is often the case that bodies representative of businesses are best placed to provide a contribution to the Community Planning process. This also allows for a broader and more representative input and should be encouraged.

However, there are instances where individual businesses play a significant role in an area or have particular skills they can offer, for example, in strategy and visioning. It may be that the private sector will also be involved in a particular development or regeneration project over a fixed period of time. The Community Planning process should be flexible enough to allow for such business expertise to be captured, where the opportunity arises. Business brokers

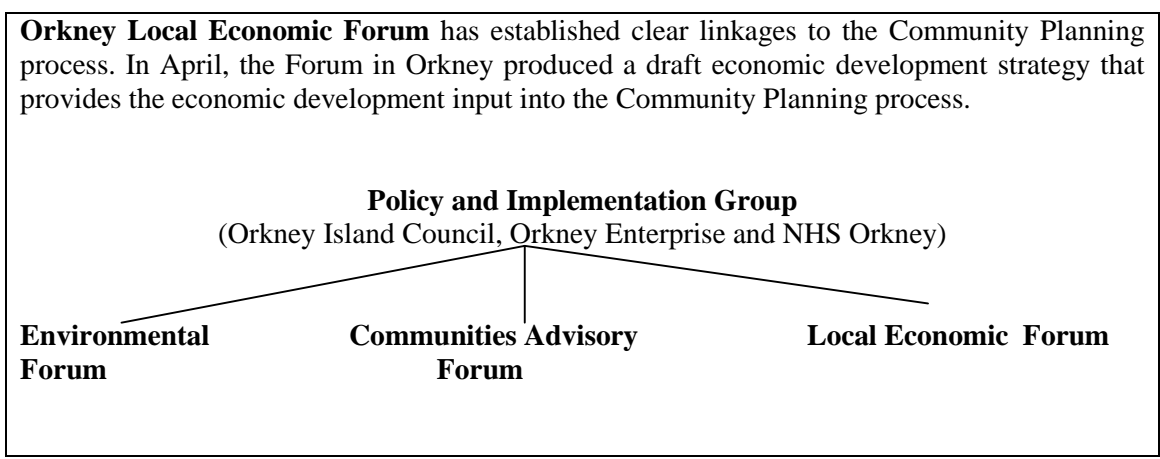
⁷ Planning for Real is a registered trademark of the Neighbourhood Initiatives Foundation.

such as Scottish Business in the Community have programmes designed to lever business expertise into local partnerships and links with such organisations should be encouraged.

Stirling Business Panel was set up, and is jointly funded, by Scottish Enterprise Forth Valley and Stirling Council. In September 2001 representatives from local businesses were invited onto the panel. There are around 400 business representatives on the panel. The panel can be used by partner organisations for news and advice on local business concerns. The Panel is now seen as a useful channel of communication with a representative sample of local businesses in Stirling that can feed ideas and respond to issues arising from Community Planning and Local Economic Forum processes.

The emphasis should be on encouraging private sector involvement in existing partnership frameworks, rather than creating additional or potentially conflicting layers of partnership. The most significant example here is the relationship between Community Planning and Local Economic Forums.

Local Economic Forums have been tasked with considering issues of local strategic importance and develop a local economic development strategy which is coherent with, and contributes to achieving the key national aims and ambitions articulated in *Smart Successful Scotland*. Forums will be an integral part of the Community Planning process in their areas and will provide the economic dimension of the Community Planning process. Although Forums should maintain a tight core membership this should include significant private sector representation. It is envisaged that the Forums will be the main conduit for private sector involvement in the Community Planning process. However, as noted above the Community Planning process should be flexible enough to allow for other business expertise to be captured, where the opportunity arises.



Examples of Forums’ work aimed at securing stakeholder involvement in the streamlining of business services is available at:

<http://www.scotland.gov.uk/enterprise/localeconomicforums/engaging.pdf>

Corporate Social Responsibility

The commercial role that companies play in our economy has a significant impact on the society in which we live. However, companies do not operate in isolation of society but are very much part of the fabric of society. Companies have roles and responsibilities to society and should seek to ensure that their impact on society is both positive and productive.

Companies are increasingly aware of the importance of the health and well-being of the society within which they operate to the success of their business. Corporate Social Responsibility (CSR) is a set of values to which a company, of any size, defines and subscribes to help guide the way in which the company conducts its business. It can cover, environmental practice, supply chain, employee relations, diversity, customers and markets, human rights, ethical investment and community investment. The principles of CSR apply to companies of any size and can be tailored to suit the size and nature of any business.

Companies can bring practical assistance and expertise to build capacity at a community level and support organisations striving to address local issues. The following are practical examples:

Simmers of Edinburgh works with the local community high school in Craigmillar to run a one-day Simmers Challenge bringing the world of work to bear relevance on the school curriculum. Employees from Simmers work with the first year pupils who create, produce, market, launch a new biscuit. Simmers have developed a strong relationship with the local school giving pupils an insight in to the world of work.

St Rollox Partnership in Springburn in Glasgow is a part of the Tesco Regeneration Programme to build on a commitment to open up new markets in areas of economic decline. Committed to creating a better place to live and work, the Partnership has achieved significant success since launch in November 1999. The Partnership was led by Tesco, working with other employers, the local community, and public agencies including North Glasgow College. The strategy focussed on putting employability training at the heart of the initiatives for regeneration. A unique training programme defined clear progression routes into employment and today 65% of the staff at Tesco St Rollox are local people who were previously unemployed. The partnership is seeing the benefits of a strategy focused on generating greater wealth for the long term.

Maximising Private Sector Participation

Finally, there are simple, practical steps, which all Community Planning partnerships can take to maximise participation:

- Meetings should be focused and as clear as possible on the role envisaged for business people.
- Meetings should be scheduled for times which are sensitive to business needs to encourage commitment and regular attendance.
- Use language that is accessible, involving and positive.
- Opportunities for private sector engagement should be simple with clear objectives, tasks, timescales and outcomes. Agreement on the time commitment expected from business people should be made.
- Mechanisms other than formal meetings may be considered as a way of involving the business community, for example, workshops, briefing sessions or focus groups.
- Learn from what has worked and why – share the stories and success in practical information sources.
- Show that Community Planning **is** achieving more streamlined partnerships and less bureaucracy.

Links/Further reading

- Scottish Business in the Community (<http://www.sbcscot.com/>)
- Scottish Executive, 2001, *The Role of the Private Sector in Social Inclusion Partnerships*, (<http://www.scotland.gov.uk/cru/kd01/blue/rpssip-00.asp>)

Community Planning Advice Note 4: Effective Partnership Working

Introduction

Joined up planning, community governance and public sector delivery implies considerable development of partnership working between key agencies and between these agencies and the communities whom they serve.

In the context of Community Planning effective partnership working will enhance the degree of openness and engagement and maximise the contribution that each partner can make to the quality of service delivery and the well-being of communities. More effective partnership working will also benefit individual organisations through reduced bureaucracy, and increased efficiency.

However, it is important at the outset to acknowledge the challenges of effective partnership working at all levels, and the fact that there are no easy solutions or ‘off the shelf’ answers. There will be a need for cultural change and continuous learning and development to meet these challenges.

Good Practice in Partnership Working

There is a comprehensive literature outlining good practice in partnership working. Certain key criteria may be identified for effective partnership working within the Community Planning framework:

- The purpose of the partnership is clearly defined and is focused on improvements to the provision of services and the well-being of communities.
- All participants understand this rationale and are committed to it.
- A culture of trust and openness is nurtured within the partnership.
- The activity of the partnership takes account of its context (stakeholder views, Community Planning framework, etc).
- The partnership is appropriately inclusive and representative of stakeholder interests.
- There are arrangements for the induction of new members and an exit strategy where relevant.
- There is a regular cycle of review in which members assess how well the partnership is fulfilling its purpose, and decide on action to improve if appropriate.
- This review and evaluation is reported publicly in a clear and accessible manner.
- A process of performance management where clear targets are set for delivery and where there is regular monitoring of performance against these is in place.

Connecting Within the Community Planning Process

Effective partnership working will require communication and connection **within** the Community Planning partnership itself and **within** the individual agencies comprising the partnership.

As the Community Planning partnership is the key over-arching partnership framework, joint activities should be effectively integrated with each other. This implies the need for vertical integration from thematic or sub-Community Planning partnerships to the overarching Community Planning partnership and vice versa. This also implies the need for horizontal communication between thematic partnerships. For example, the work of Drug and Alcohol Action Teams should be integrated with that of the team developing and implementing the Joint Health Improvement Plan. Equally, sustainability strategies may be appropriately linked into economic development planning.

Fife Partnership

Reporting to the Fife Partnership, co-ordinators of the Community Planning strategic partnerships and forums (health, environment, economic, rural, safety, equality, children's services) meet on a regular basis. The purpose of this group is to ensure that effective linkages are made between the strategic partnerships and other strands of the Community Plan. The group ensures that the responsibilities for the delivery and monitoring of the Community Plan are communicated effectively to each of the supporting thematic groups, and ensures that key Community Planning issues are fed back up to the Fife Partnership.

The group is also used by the co-ordinators to identify cross-working initiatives between partnerships and forums. For example, the work of the Fife Health Alliance is closely linked to the work of the Fife Community Safety Partnership and the Drugs and Alcohol Action Team needs strong linkages to both.

West Dunbartonshire Community Planning partnership have prioritised communications as a key to ensuring effectiveness. A Communications Forum has been established with an aim to:

- Develop a West Dunbartonshire Communications Network.
- Promote Community Planning.
- Enhance Partner Information.
- Develop Community Engagement.

There are also developments underway to:

- Publish a Profile of Community Planning partners.
- Improve the sharing of newsletters Citizen Panels and other communication/consultation tools.
- Develop collaborative tools for communicating Community Planning within organisations.

Connecting Within Individual Organisations

Communication and connection within the partner organisations is also essential to ensure that decisions and planned activities under the Community Planning framework are cascaded to relevant staff throughout each organisation.

There is also a need to mainstream Community Planning and effective partnership working throughout individual organisations participating in the process. It is also good practice for all other agencies engaged in Community Planning to mainstream such activity. Capacity building activities can be used to effect this (*see also Advice Note 6: Building Organisational*

Capacity) and dedicated support functions may also be of use, especially in the early stages of development.

Strathclyde Police has established a Community Planning and Partnership Co-ordination Unit. In terms of Community Planning the Unit's remit includes the development and implementation of a Community Planning strategy and policy. The Unit provides a support resource for Divisions and the Force as disseminates Best Practice within the Force. It is also establishing the training requirement throughout the Force and investigating the potential for partnership training.

Community Planning should also be embedded within the business processes of individual partner organisations. For example, in a Council context, the Council Corporate Plan should reflect the content of the Community Plan and relate the Council's contribution to it (any 'Council-only' issues should also be reflected in the Council Corporate Plan). Service plans will have their direction set by the Council corporate plan and will therefore also reflect priorities set within the Community Plan. In line with the ethos of Community Planning, individual organisations business plans should be made available to partners to engender shared understanding.

Similarly any 'area' or decentralised service plans should be developed through this hierarchy, be consistent with and aim to develop the key themes of the Community Plan. Some agencies have already altered their decision-making or operational structures to reflect the Community Planning approach, for example, some services have been grouped to optimise contribution to the Community Planning process.

Aberdeen City Council has re-organised front-line services into three areas across the city as part of the overall Community Planning approach. The Community Plan - *aberdeenfutures* - a social, economic and environmental design for our city (www.aberdeenfutures.com) - commits The Aberdeen City Alliance (the Community Planning partnership) in the City, to plan and deliver improved services at a local level. The Council has recognised that to achieve this, services have be configured in a different way; amalgamating around geographies rather than traditional departments, focusing on the needs of neighbourhoods and Communities of Interests.

Aberdeen North, Central and South have been established as administrative areas, while working with local communities to confirm neighbourhood boundaries to ensure that 'every neighbourhood in the City has it's own Neighbourhood Community Plan by 2006' (*aberdeenfutures*).

The Best Value framework being pursued by individual partners should also support the Community Planning process. It is important to stress the comprehensive nature of the Best Value duty. Best Value applies not just to structures, but also to planning processes, consultation, reporting, service delivery arrangements and bidding for resources. The Community Planning partnership should take responsibility to ensure that these connections are made through the Community Planning process.

Evaluating partnership working

As outlined above there is a need for a regular cycle of review in which members assess how well the partnership has fulfilled its purpose, and decide on action to improve if appropriate.

A range of tools and toolkits are available to assist partnerships with this. Evaluation may be carried out by any one partner or by a partnership as a whole. A selection of toolkits that may be useful to partnerships in this respect are contained in the Communities Scotland/Community Planning Task Force research publication, *Assessment of Partnership toolkits*.

Volume 1 <http://www.communityplanning.org.uk/documents/ToolkitFinalVol1.pdf>

Volume 2 <http://www.communityplanning.org.uk/documents/ToolkitFinalVol2.pdf>

The Highland Wellbeing Alliance has participated in a number of exercises to evaluate the effectiveness of the partnership and its processes. One such exercise was the 'Verona Benchmark'. This was a pilot being led under the auspices of the World Health Organisation, to develop a self-assessment tool for partnerships wishing to evaluate their approach to 'investing for health'. The concept of investing for health was thought to have many similarities with the concept of wellbeing that the Alliance partners were trying to promote and the vision contained in the Community Plan for Highland.

With support from the Research Unit in Health, Behaviour and Change at Edinburgh University, the lead officers involved in the Alliance from each partner participated in a self-assessment exercise. This looked at how well the partnership was working under 6 headings of Leadership, People, Policy & Strategy, Resources, Programme, and Processes. The results were then discussed by the officers and used to inform improvement actions for the partnership as a whole. The approach used has some similarities with other self-assessment tools such as that developed for community safety partnerships. The findings from the pilot as a whole were refined and have been used by the Health Development Agency as part of their 'working partnership' information.

Tackling partnership overload

There has been much concern recently about partnership overload, and the need to streamline the proliferation of partnership arrangements, at the regional, local authority and sub-local authority level, which have grown up over recent years. Section 1 of the guidance (para 2.1) sets out the statutory duty for local authorities to facilitate the Community Planning process including a requirement to develop a framework for streamlining planning and delivery of services with an emphasis on removing wasteful overlap.

In order to promote streamlining and Best Value in the use of resources, there should be a presumption against creating new partnership structures. This implies both at the level of the Community Planning partnership itself, and partnerships linked closely to it, and at the sub-local authority level. Existing partnership structures should be used or adapted whenever possible to tackle new issues and initiatives. Community Planning also provides an opportunity to make existing partnership structures more effective and where possible rationalise the number of structures, or make these more effective. In doing this partnerships will also be able to tackle overload in joint planning, reporting and making funding bids. The following mechanisms can assist in this process:

- Establishment of systematic self-assessment processes as described above.

- An audit of partnership activity and review of their effectiveness.
- Improving 'connectedness' between partnerships.
- The oversight and leadership role of the Community Planning partnership, although it is important to recognise there will be competing interests in rationalising partnership activity and this will need to be handled sensitively.

Forthcoming research for the Task Force will provide further advice on taking the rationalisation process further forward.

There is also a need for the Scottish Executive to facilitate this process through the better integration of national policy initiatives and funding streams that may require, or lead to, the establishment of partnerships at a local level (*see also Advice Note 1: National Framework/National Priorities*).

Joint Service Delivery

At the local level, wherever appropriate, the aim should be to create a common joint vehicle to deliver different initiatives, rather than a proliferation of separate initiatives. For example, at service level Healthy Living Centres could be combined with New Community Schools, or new area management arrangements could be combined with Social Inclusion Partnership structures. Consideration should also be given to maximising the use of public sector estates, moving the development of joint premises and one-stop shops to a more strategic footing.

Integrated Youth Services

The first round of the Modernising Government Fund supported a number of local authorities and their Community Planning partners and the Young Scot organisation in developing an integrated approach to delivering services to young people. The approach was to introduce Dialogue Youth Centres - a multi-agency, one-stop shop approach to youth services supported by the introduction of 'smartcards', widening access to public services including school meals, libraries and discounted access to leisure and retail services. This was further supported by the development of the National Youth Portal delivering interactive online information and advice to support young people. An important feature of this was the involvement and recruitment of young people to deliver the project; young people delivering services to young people in a way that is meaningful to them. This project has grown and the Scottish Executive along with COSLA, Young Scot and all 32 councils (along with their respective Community Planning partners) will now support this integrated approach.

Information on Dialogue Youth services can be found on the National Youth Portal - www.youngscot.org -

Further Information

- *Audit Commission (1998), A fruitful partnership: effective partnership working*
- Department of the Environment, Transport and the Regions (2001), *Local Strategic Partnerships: Government Guidance*
- Department for Education and Employment, *Working in Partnership: Lessons from the Literature, Research Brief No 63*
- Joseph Rowntree Foundation (1997), *Making partnerships work: a practical guide for the public, private, voluntary and community sectors.*

- **sportscotland** launched a programme in February 2002 aimed at increasing opportunities for people living in SIP areas to participate in sport and physical recreation. One objective of the programme is to promote capacity building by helping groups to establish and sustain projects, developing voluntary and other community organisations. The publication "Sport and Community Development: A Manual (sportscotland July 2002) is a guide to assist those setting up and running sports-based partnership projects in the community.([ww.sportscotland.org.uk](http://www.sportscotland.org.uk))

Community Planning Advice Note 5: Effective Community Engagement

Introduction

Councils are required under section 16 (1) of the Act to engage with community bodies in the Community Planning process. Section 17 of the Act also requires that those bodies required to participate in Community Planning should assist the local authority in its role as facilitator. This Advice note, which should be read in conjunction with paragraph 5.1 of Section 1, presents a framework under which they may do so.

In the context of Community Planning, the main aim of community engagement should be to improve the planning and delivery of services by making them more responsive to the needs and aspirations of communities. One way of securing these objectives is to provide for the representation of community interests in the partnership structure.

This note takes as its starting point the principle that the engagement of communities is at the heart of Community Planning. However, as communities will vary considerably between different areas, the challenge facing councils and their Community Planning partners will be to develop approaches that best suits the circumstances of particular communities.

Principles of Effective Engagement with Communities

To make community engagement *effective*, councils will want to work to certain *key principles* with their Community Planning partners. Foremost of these are:

- **Commitment:** Demonstrating genuine commitment to working with communities, making appropriate use of the wide range of methods now available for doing so - and involving not just the “usual suspects.” See *Focusing on Citizens: approaches and methods*.
<http://www.cosla.gov.uk/attachments/execgroups/mg/mgengagingcommunitiesmethods.doc>
- **Outcome orientated:** Engaging with communities in ways that lead to meaningful and tangible outcomes - and not as an end-in-itself – in terms of significant improvements to services and people’s quality of life giving communities more control over the circumstances in which they live.
- **Appropriate level:** Engaging with communities at levels they can best relate to, rather than expecting communities to relate to partners’ own organisational structures and processes.
- **Recognising diversity:** Acknowledging the wide range and diverse nature of communities. Working – at both formal and informal levels - with a wide range of community and voluntary groups, including umbrella bodies, such as councils of voluntary service, community forums, and associations of community councils, local Sports Council and sports trusts, and voluntary arts bodies.

- **Independence:** Recognising that the most effective representation of community interests is likely to be via community bodies which are independent and accountable to their communities.
- **Learning lessons:** Increasing their own knowledge and skills to successfully engage community bodies, see *Capacity Building for Community Planning*, Scottish Executive/Community Planning Task Force, 2002, (<http://www.scotland.gov.uk/library5/planning/cbcp.pdf>) and learning from the lessons of existing community capacity building experience, see *Lessons for Community Capacity Building: summary of research evidence*, Communities Scotland, (<http://www.scot-homes.gov.uk/cgi-bin/displaypubs.pl?&260>.) Also learning how to increase capacity to successfully engage communities.
- **Support:** Ensuring that support is provided for informal learning and community action focusing on the real issues affecting peoples' lives. For further information see Scottish Executive (2003), *Working and Learning Together to Build Stronger Communities*. (<http://www.scotland.gov.uk/library5/social/walt-00.asp>)
- **Reaching out:** Reaching out to socially excluded communities and to groups, such as people with disabilities, ethnic minorities and young people (*See Advice on Mainstreaming Equalities for Best Value, Community Planning and the Power of Well Being*). The Scottish Executive has also produced a consultation toolkit to encourage and facilitate participation of young people in the decision making process. http://www.savethechildrenscot.org.uk/pages/communities/pdfs/reaction_toolkit.pdf

The **Corporate Connections Board in South Lanarkshire** is one of the seven theme partnerships of the Community Planning framework. The Board is chaired by the Council's Spokesperson for Youth who is supported by staff from the Council's Youth Learning Service. They are also shadowed by a young person appointed as a Trainee Youth Worker on a pilot project funded jointly by South Lanarkshire Council's Youth Learning Services and Route 98, a project overseen by YouthLink Scotland.

The Board meets every eight weeks to monitor progress in relation to the key priorities within the Youth Strategy and to discuss new priorities. The benefits of this include a more co-ordinated approach to the delivery of services for young people and the involvement of young people, council services and other relevant people in this process. There has also been a reduction in the duplication of services such as the introduction of a "one-door" approach by partners to a "What's On" publication for young people.

- **Practicalities:** Paying attention to the practical needs and circumstances of individuals involved in Community Planning processes, with reference to such issues as timing of meetings and events (for example, holding meetings in the evening or at weekends when required to enable participation of community interest) access to child care, public transport, interpretation services, etc.
- **Communication:** Communicating with communities in plain language in ways they can best relate to, including use of formats such as large print, Braille and languages other than English.

- **Managing expectations:** being open and realistic about what can and cannot be achieved by engaging with communities in Community Planning processes.
- **Sustainability:** Building sustainability into development work, through long-term strategies for empowering communities.

A number of these principles are explored in more depth in *Involving Local People in Community Planning in Scotland*, Community Development Foundation/Community Planning Task Force.

(<http://www.communityplanning.org.uk/documents/engcommunitiesinpcp.pdf>)

Effective Community Engagement: Making it Happen

The effective engagement of communities is a long-term process. There are nonetheless a number of key steps that councils and their Community Planning partners - building on the principles set out above - can take to make this happen. These include:

- Deciding what development work needs to take place to facilitate and enhance the representation of communities of interest and place in Community Planning processes, for example, through existing or new community infrastructures, such as area or interest forums. Such work should acknowledge that the community structures and organisations best able to accurately to represent the views of communities are autonomous entities with clear lines of accountability to their structures.
- Sharing existing mechanisms and experience in community engagement practices; for example the NHS Scotland patient focus public involvement, use of participatory appraisals and community futures methods and the New Opportunities Fund/Community Fair Share programme.
- Agreeing on roles and responsibilities in areas of joint/lead action to support development work, including resourcing, staffing, training and information sharing.
- Mapping out existing levels of community activity, drawing up community profiles, carrying out community needs assessments. See Appendix A, “Assessing activity and building up involvement” in *Involving Local People in Community Planning in Scotland*, Community Development Foundation, 2003.
(<http://www.communityplanning.org.uk/documents/engcommunitiesinpcp.pdf>)
- Identifying key barriers to engaging with communities and working out how these should be addressed, for example, through training and development work among staff or support for community groups or representatives. See, for example, *Supporting Community Representatives: a discussion paper*, Community Planning Task Force, 2001.
(<http://www.communityplanning.org.uk/documents/cptfwg3-community-reps.pdf>)
- Making best possible use of the resources of the voluntary sector – for example, in developing and implementing approaches to community engagement, training and other capacity building activities, development of community infrastructures, promotion of active citizenship, etc. Councils of Voluntary Services are funded by the Scottish

Executive, often with local authority contributions, to participate in activities around the general capacity of the sector.

Voluntary Action East Renfrewshire (East Renfrewshire CVS and Volunteer Centre) was invited to join the **East Renfrewshire** steering group shortly after the first Plan was drawn up. As the umbrella organisation for it sees itself as being able to represent the interests of the voluntary sector and volunteering in East Renfrewshire.

Voluntary Action, with assistance from the Council's Community Workers, has held events on Regeneration and Community Involvement in Community Planning. The aim was to raise awareness of Community Planning among voluntary organisations and volunteers and to begin to look at how they can work together to shape, implement and monitor Community Planning. Voluntary Action sees itself as having a duty of helping partners, organisations and volunteers understand the vital role that the voluntary sector has to play and the valuable resource and contribution they have to offer to the Community Planning process. Community Planning will work best when the voluntary sector is recognised as a full partner and not a recipient of Community Planning. East Renfrewshire is taking small steps towards turning that into a reality.

- Many local authorities have written agreements which define the principles and practices of working with the voluntary sector. The Scottish Compact outlines the Scottish Executive's and NDPBs' relationships with the sector and is accompanied by Good Practice Guidance on Partnership Working, Funding, Consultation and Proofing. Compacts jointly agreed with the sector provide an effective way of helping build the types of relationships that are needed to deliver the high quality public services.

Edinburgh City Partnership is developing a **voluntary sector COMPACT** Partnership strategy between city public agencies and the voluntary sector to replace the previous partnership agreement which existed only between the Council and the Sector. This COMPACT is seen as a key component in advancing the Community Planning process.

A working group including members from Communities Scotland, Lothian NHS Board, Lothian and Borders Police, Scottish Enterprise Edinburgh and Lothians and EVOC has been agreed and will develop the new scheme with the aim of producing a COMPACT agreement in late 2003.

The COMPACT will seek to "lift" the level of activity from the previous partnership arrangement to a more strategic level. The aims of the COMPACT are likely to encompass the contribution of the voluntary sector to strategic goals in the City Plan, the joint development of new initiatives and improved working standards and practices.

- Considering different approaches or models to engaging with communities. See, for example, *Models of Community Engagement*, Community Planning Task Force, 2002. <http://www.communityplanning.org.uk/documents/Modelsofcommunityengagement.pdf>

As a practical first step, Community Planning partnerships could set up a development group, representing various stakeholder interests, including the community and voluntary sectors, to formulate proposals and a programme of work, including arrangements for resourcing, staffing and managing the work. Consideration should also be given to consulting a wider “stakeholder” group of key representatives before proposals are firmed up. Community Planning partnerships may wish to consider whether their Community Learning and Development partnership can take on this role.

Community Learning and Development

Community learning and development will form a central element in supporting the engagement of communities. Community Learning and Development partnerships (CLDPs) are now in place in all local authority areas. Community education workers are deploying their skills in forming and co-ordinating partnerships. The Scottish Executive is currently funding a national training programme to extend these skills. Councils and their Community Planning partners will therefore want to:

- Ensure that CLDPs have a clear and specific role in co-ordinating and developing support for community engagement in the Community Planning process.
- Make full use of the professional expertise available through CLDPs to engage communities around issues of concern.
- Harness the capacities of the CLDPs to extend skills in community learning and development more widely across a broad range of public services and disciplines.

Local or Neighbourhood Community Planning

The engagement of communities in Community Planning processes is likely to be most effective and meaningful at a local or neighbourhood level. It is at this level that agencies responsible for the planning and delivery of services on the ground can come together as Community Planning partners to work with communities to address local concerns in a way that cannot be achieved at a council-wide level alone (*see also Advice Note 1: Partnership Models and Structures*). Community Planning at the local level, linked to the Council-wide Community Plan, will play a particularly important role in helping to close the opportunity gap that still exists between disadvantaged and better off communities. See Scottish Executive (2002) *Better Communities in Scotland: Closing the Gap*, (<http://www.scotland.gov.uk/library5/social/bcis-00.asp>) and Scottish Executive 2003, *Community Regeneration Statement: implementation of Action Plan* (<http://www.scotland.gov.uk/library5/social/crsi-00.asp>).

<p>Dundee’s Community Plan sets out a commitment to develop local neighbourhood plans. In each of the four geographic Social Inclusion Partnership areas of Dundee, a community learning plan has been developed with the active involvement of local community and voluntary groups. It takes as its starting point the key themes of the city’s community plan and interprets these in the context of identified local needs. It sets out the outcomes the partners expect to achieve over a three-year period and provides a firm foundation for the development of neighbourhood plans.</p>
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While Community Planning at a local level may not necessarily be an appropriate process through which to engage *all* communities of place, councils and their Community Planning

partners will nonetheless want to assess the benefits of this approach in formulating developing approaches to community engagement. Key issues to consider include:

- The scope for building on, or rationalising, existing partnership activity at a local or neighbourhood level, including social inclusion partnerships, local rural partnerships, and the decentralisation of services.
- The experience of engaging with communities in different localities, including the potential role of area committees, community forums, community councils, etc. in Community Planning processes at the local level.
- The structures, resources and processes that would need to be put in place to support Community Planning at this level, with reference to such issues as the identification of appropriate localities.

Four Local Rural Partnerships (LRPs) were established in **Dumfries and Galloway**, as a means of providing effective links between Strategic Policy developments and planning and grass roots voluntary and community organisations involved in service delivery. The Scottish Executive and Dumfries and Galloway Community Planning partners jointly fund the four LRPs. Each of them has representation from the public, private, voluntary and community sectors. Each LRP has their own work plan which varies according to local circumstances and need. Included in each work plan is a programme of capacity building which is tailored to meet local need.

The LRP's are now actively involved in addressing cross cutting issues such as social inclusion, health improvement and economic regeneration. This should ensure a Community Planning approach is in place to deliver creative solutions at a local level. Dumfries and Galloway won the 2002 COSLA Excellence Award for Community Planning.

These and other issues are considered in more detail in *Local Community Planning: a Discussion paper*, Community Planning Task Force, 2002

<http://www.communityplanning.org.uk/documents/cplocalcommunityplanddiscussionpaper.pdf>. See also Advice Note 2: Partnership Models and Structures for more information on local Community Planning structures.

Further links/reading

- Many of the issues in this Advice Note are explored in more detail in: *Engaging with Communities in Community Planning: a discussion paper*: <http://www.communityplanning.org.uk/documents/Engagingcommunitiesdiscpaper.pdf>
- A wide range of other materials have also been produced on engaging with communities, and many of these can be downloaded from: *Engaging Communities: where to find out more information*, Community Planning Task Force, last updated October 2002. (<http://www.communityplanning.org.uk/documents/Engagingcommunitessources15oct.pdf>)
- The Scottish Executive: has published research on the public's involvement in the land use planning process:
 - Peart G (2002) *Getting Involved in Planning: Analysis of Consultation Responses*, Scottish Executive: (<http://www.scotland.gov.uk/cru/resfinds/gipa-00.asp>)

- Peart G (2002) *Getting Involved in Planning: Summary of Evidence*, Scottish Executive: (<http://www.scotland.gov.uk/cru/resfinds/drf156-00.asp>)
- Edinburgh College of Art (2002) *Getting Involved in Planning: Perceptions of the Wider Public*, Scottish Executive: (<http://www.scotland.gov.uk/cru/resfinds/drf155-00.asp>)
- The Scottish Executive's *The Scottish Compact* outlines the Executive's relationship with the voluntary sector (<http://www.scotland.gov.uk/library/documents-w3/comp-00.htm>) and is accompanied by Good Practice Guidance on partnership working, funding, consultation and proofing (<http://www.scotland.gov.uk/library2/doc16/cgpg-00.asp>)

Community Planning Advice Note 6: Building Organisational Capacity

Introduction

Community Planning challenges traditional ways of working and delivering services. It requires the development of new attitudes, behaviours and competencies that underpin joined-up policy development, effective partnership working and engagement with communities. It places new demands on Community Planning partners as organisations at all levels, from key decision-makers to people working at the point of service delivery. It also involves building up the capacity of communities to become fully engaged in Community Planning processes.

This Advice Note focuses on organisational capacity building issues. It draws on the study commissioned on behalf of the Community Planning Task Force, *Capacity Building for Community Planning*, (<http://www.scotland.gov.uk/library5/planning/cbcp.pdf>). Readers concerned with community capacity building are referred to Advice Note 5: Effective Community Engagement.

Capacity Building Requirements

For Community Planning to be truly embedded within each partner organisation, it will be important to encourage partners to learn and develop together at the Community Planning level, with the impetus for such change coming from the top. Local authorities, in facilitating the Community Planning process, have a particularly important responsibility in ensuring that building up partners' capacities for Community Planning proceeds in a co-ordinated, effective and efficient manner.

The capacity building study suggests that two parallel approaches are required:

- Addressing the cultural and institutional barriers that constrain collaborative working, including such issues as career and organisational incentives for collaborative working.
- Ensuring that capacity building for Community Planning forms an integral element of each partner's business and organisational development plans and processes, with reference to developing the relevant values, attitudes, behaviours, knowledge and skills.

Given that partners and partnerships are at different stages of development, it is highly unlikely that any one single training programme will capture the range of capacity building needs. Any capacity building work must be flexible and learner centred, and it must promote a considerable degree of local ownership in capacity building requirements for Community Planning.

The **North Lanarkshire Partnership** has sought to improve the effectiveness of partnership working by developing partnering materials aimed at helping a wide range of individuals from a variety of sectors and backgrounds to improve joint working. Entitled 'A Guide to Partnering', it aims to aid Community Planning by providing a structured manual setting out definitions, preparation, development, protocols and resources to be used to achieve more from partnership action. It was developed using 'live' partnership situations including Community Learning Planning, Children's Services Planning, a Healthy Living project and Social Economy development.

Approaches and Methods

Community Planning partnerships can draw on wide range of approaches to building up their capacity, and these could include any of the following:

- Induction for new staff / elected members / appointed chairs etc.
- Networking.
- Awareness raising.
- Secondments and shadowing.
- Management processes such as performance review or appraisal systems.
- Selection criteria for the appointment of staff.

South Lanarkshire Skill Sharing Protocol

Early on in the process, partners recognised that as Community Planning developed, there would be an increasing requirement to carry out joint working. This would involve the flexible movement of staff across partner agencies. This could be in response to short-term policy development, or could involve secondments to inter-agency teams e.g. Social Inclusion Partnerships. The Personnel Forum, which is a sub group of the South Lanarkshire Community Planning Partnership, prepared a skill sharing protocol which will facilitate the easy movement of staff from one partner organisation to another. The protocol covers skill sharing, job shadowing and executive placement. By highlighting areas of common agreement, contractual discussions can focus on specific aspects where negotiation is required. This reduces the time taken in drawing up a contract of employment.

Partner organisations will want to review their own internal structures, business planning and other processes for example, financial or information systems to ensure that these contribute to, rather than hinder, partnership working. These measures may all be used to reinforce the skills required to engage in productive external relationships. Such measures will be particularly important in large, complex and multi-departmental organisations such as Health boards and local authorities.

Measures to ensure each agency is playing an effective role in Community Planning should not be a ‘one-off’ exercise. There should be continuous action to ensure that each partners’ capacity to work effectively in partnership is monitored, reviewed and improved on an ongoing basis. A range of toolkits that may assist partners in this process have been identified in Communities Scotland/Community Planning Task Force research *Assessment of Partnership Toolkits*.

(<http://www.communityplanning.org.uk/documents/ToolkitFinalVol1.pdf>)

(<http://www.communityplanning.org.uk/documents/ToolkitFinalVol2.pdf>),

Support for Capacity Building

While capacity building for Community Planning will form part of the “core business” of partners, the Scottish Executive has recognised the need for initial pump-priming funding to help kick-start the process. Initial resources for the financial year 2002/03 have been distributed to local authorities on behalf of Community Planning partnerships for this purpose.

Community Planning Advice Note 7: The role of elected and board members

Introduction

The commitment and support of partners to the Community Planning process will greatly depend on generating a sense of ownership among councillors and board members⁸ on partner bodies, who are responsible for reaching strategic decisions about Community Planning. There is a need to ensure that all councillors and board members are engaged in the Community Planning process at the earliest possible stage, are kept well informed of developments and outcomes, and have continuing opportunities to contribute to the further development of Community Planning.

Levels of engagement

Councillors and board members can be engaged in the Community Planning process at a number of levels:

- As members of the Community Planning partnership itself, including associated thematic groups, where they will be expected to play strategic leadership roles.
- As members of partner bodies, where they will play key roles in determining the contribution of the partner body to community planning.
- As representatives or the “voice” of communities of place or interest.
- As members of sub-groups or working groups associated with the Community Planning partnership, to which they can contribute their own specialist interests, experience or expertise.
- As members of scrutiny or overview committees responsible for monitoring or reviewing performance under Community Planning.
- As representatives on various other bodies with a stake in Community Planning, such as area or joint committees and community or voluntary bodies.
- Through regular liaison with relevant partner bodies on initiatives which can make a positive contribution to Community Planning (e.g. cultural and sporting projects).

Councillors have a particularly important role to play in reflecting the democratic mandate of their council at each of the above levels. They also have a responsibility to play community leadership roles in engaging with their communities in Community Planning processes. Many councillors already have a wide network of contacts, both formal and informal, within the communities they represent, and they can build upon these to inform and support their contribution to Community Planning processes.

* “Board member” refers to any member of the governing bodies of organisations represented on the Community Planning partnership

Issues

Development of the roles of councillors and board members in Community Planning processes will require the following key questions to be addressed:

Role of councillors

- What balance should be struck between councillors representing the council and councillors representing their communities/constituencies in Community Planning processes?
- What are the most appropriate and effective mechanisms for councillors to feed community views and aspirations into the Community Planning process?
- How should councillors be involved in Community Planning processes at localised or neighbourhood levels?
- What is the inter-relationship between the roles of councillors in representative compared with participatory forms of democracy, such as community forums?
- Should the scrutiny role of councillors within the council extend to the Community Planning partnership as a whole?

In 2001 **East Renfrewshire** Council established 4 policy groups for each of the four themes of the Community Plan. The policy groups, which are led by elected members and chaired by members of the Council's Executive, provide a clear focus for ensuring delivery of the actions contained within the Community Plan.

The inclusion of elected members in policy groups ensures that Community Planning issues are effectively integrated with other decisions made by the Council. The policy groups include direct representation from Community Planning partners, so for the first time there are formal arrangements in place to enable the views of all relevant organisations to be taken into account when developing policy. This is helping real integration of plans for delivering and improving services as part of the partners' everyday business.

Role of board members

- Should board members who sit on Community Planning partnerships be expected to see their role as representing the wider interests of the community rather than simply the interests of the organisation they belong to?
- What should board members be doing, in Community Planning processes, to engage and secure the commitment of the partner organisation they belong to?
- What checks and mechanisms should be put in place to secure accountability and transparency in the decision-making roles of board members in Community Planning processes?

There are no clear-cut answers to the above questions – different approaches and solutions will be required in different councils and localities, and time should be set aside to consider these issues. Critical factors include the level and nature of officer support and the potential of partnership rationalisation to help councillors and board members perform their roles.

Support for councillors and board members

Councillors and board members have found themselves coming under increasing pressures and workloads in recent years, and so if they are to be fully engaged in Community Planning processes, they will require support. This support will be particularly important for councillors and board members who have been newly elected or appointed or have been involved only at the margins in Community Planning processes. Possible approaches could include:

- Regular briefings (written/oral; national/local) on key Community Planning issues and developments.
- Capacity building and skill sharing workshops.
- Mentoring/shadowing via senior/experienced councillors or board members.
- Development of electronic networks, discussion forums, etc. for sharing experiences and good practices.

Community Planning presents some real challenges to councils in leading the Community Planning process, so it will need to be underpinned by development and support work for councillors in their strategic leadership, representative and scrutiny roles. Support and development work in this area should be integrated with work among councillors in other contexts, such as best value.

Further reading

- Community Planning Task Force, (2002). “The role of the council in relation to communities” in *Involving Local People in Local Community Planning*, Community Development Foundation, in association with the. <http://www.communityplanning.org.uk/documents/engcommunitiesincp.pdf>
- Joseph Rowntree Foundation Findings, (2002) *Local authority members and partnership working*,: <http://www.jrf.org.uk/knowledge/findings/government/n52.asp>
- Local Government Association, (2001) *Community leadership: what is it?* <http://www.lga.gov.uk/Briefing.asp?lsection=0&id= SXDDD4-A77F8647>
- Local Government Association, (2002). *Learning from local strategic partnerships: advice note on accountability and scrutiny*, <http://eshtw02.idea-knowledge.gov.uk/80256C1A00481085/0/934563B59485D5D680256C4E003302C1?Open>
- Local Government Association *The role of councillors in neighbourhood management*, http://www.lga.gov.uk/Documents/Briefing/Our_Work/community%20leadership/neighbour.pdf

Community Planning Advice Note 8: Information Sharing

Introduction

Information Sharing is essential to the success of Community Planning and better joint working between agencies for the benefit of customers and citizens. At the same time Community Planning, in bringing agencies together, provides an opportunity to promote the need for, and implementation of, information sharing. In particular, it provides the opportunity for improved information sharing not just between public sector organisations but also with the voluntary, community and private sectors.

The need to share information

Information requires to be shared for a variety of reasons. These include:

- To assess community needs appropriately and accurately (*See also Advice Note 5: Effective Community Engagement*).
- To gain a *shared* understanding of need.
- To provide a basis for joint planning and targeting of resources.
- To assist in performance management activities given shared targets.
- To improve efficiency and reduce duplication (for example, one partner to analyse Census information and provide briefings to all).
- To promote mutual understanding by sharing key organisational information (for example, committee decisions, resource allocations).
- To share information on customers to promote consistent and improved customer services. This might take an aggregated form (for example, general results from consultation exercises) or highly personalised (for example, individual customer records).

Barriers to Information Sharing

Despite the many benefits to be gained by sharing information evidence gained by the Task Force has established a number of real and perceived barriers. For example:

- Staff time, skills and financial resources.
- Understanding what data are available, who holds them and how to use them
- A lack of willingness by partners organisations to share information.
- Legislative issues, particularly misunderstanding about the implications of the Data Protection Act.
- System security and other technical issues.
- Boundary issues.
- Consistency in defining data between partners.
- The availability of data to share (for some subject areas).

There are various initiatives and approaches on-going at national levels, such as the Joint Futures agenda, Scottish Neighbourhood Statistics and Community Budgeting that will help to address these barriers. Many projects are also being progressed at a local level. It is important to learn lessons from these approaches to ensure the successful sharing of information.

Sharing Information Successfully

The range of information involved

Given the cross cutting nature of the Community Planning framework the range and type of information that partners may wish to share is potentially very large. Information in this context relates to data that has been transformed in some way to make it meaningful and useful.

Such information may include quantitative information such as aggregated and analysed statistical data (including anonymised personal data) and qualitative information gained from research. Some of this information will be gathered for national purposes such as the Census or the Scottish Household Survey, while some will be gathered by individual local organisations, for example, local Community Health Index derived population estimates. It may also include softer information such as organisational plans, budget decisions or investment information.

Community Planning partners may also wish to share personal information about individuals for delivering more effective customer services. It is important to be aware of the particular framework surrounding the sharing of such information (see later paragraphs).

Information Audits

Considering the range of information involved it is essential that partners identify their key requirements and raise awareness with one another about the range of information and data they hold. A failure to do so could lead to an inadequate understanding of the issues that Community Planning partnerships wish to address the inadequate targeting of resources, or the duplication of effort. Undertaking an information audit is a useful process in this respect. An audit would involve looking at:

- What information is required?
- What is the purpose of the information?
- When is the information required?

Then comparing these needs with:

- What sources currently exist, where are they found and in what form?
- Where do gaps exist?

In this respect it is particularly important that partnerships are clear about how they are going to use the information that has been collected as “intelligence” i.e. as an aid to the decision making process.

Integrated data

In analysing needs and determining priorities for the Community Planning process partners should take a broad “holistic” overview of local needs including: - health; education; social/economic exclusion; community safety; cultural, sporting and leisure provision and the environment and should avoid focussing on a narrow range of themes.

[The Public Health Institute of Scotland](#) recently published a report by a **working group of PHIS' Public Health Information Network for Scotland (PHINS)** on the potential impact and relevance of a broad integrated health and well-being data set to the information requirements of Community Planning. Integrated data in this context meaning data brought together from disparate sources to support multi-agency working. A number of benefits of using integrated data were found relevant to Community Planning. These included:

- *Providing a better understanding:* of different subject areas eg health and the environment and the relationship between these
- *Effective monitoring & evaluation:* of effects and effectiveness of policies and of changes over time
- *Effective comparisons of different communities:* this is particularly beneficial when data is available at small geographies

Separate, but related, work carried out by PHIS in evaluating the usefulness of a local, integrated data set in Paisley (<http://www.phis.org.uk/info/sub.asp?p=BDAD>) has confirmed the desire of those involved in the planning process to have available local data relevant to a wide variety of health and well-being related topics.

The **Fife Public Health Dataset Pilot Project** is designed to enable us to develop effective ways to provide public health information, and therefore to help promote healthy public policy in Fife. The pilot project began in May 2002, and is core-funded for 2 years by the Public Health Institute of Scotland. The project has a full-time Co-ordinator and is jointly managed by the Public Health Department of Fife NHS Board and Policy and Organisation Development of Fife Council. The main objectives of the project are:

- To develop an accessible, functional, sustainable, pilot public health dataset for Fife.
- To provide an information base for local initiatives and healthy public policy-making in Fife;
- To develop a point of contact on public health data/information for local people, communities, local organisations as well as policy makers and planners; and
- To evaluate the impact of systematic availability of public health data/information in Fife on planning and on local communities, organisations and people.

Information from the Public Health Dataset will be used to help measure results toward achieving the vision for Fife that is stated in the Fife Community Plan.

It is recognised, however, that accessing relevant statistical data, and at useful geographic levels, can be problematic. There is work on-going by the Scottish Executive to redress this problem, for example through the Neighbourhood Statistics project and Community Budgeting. The Scottish Executive is also in the process of establishing new arrangements for better co-ordination of national and local surveys.

The **Scottish Neighbourhood Statistics** project is a major development aimed at transforming the production, dissemination and use of statistics at a local level. The initial project is timetabled to run from April 2001 to March 2004. It will include information on health, education, poverty, unemployment, housing, population,

equalities and social/community issues. This information will be collected wherever possible on a unit postcode basis and made available for the smallest areas possible subject to confidentiality constraints. Neighbourhood Statistics will be made accessible to a wide range of users through the Web and other means, and tools to assist users to analyse the information will be provided.

The initial output system will be available to users in March 2003 and will provide an interim web based dissemination tool.

(<http://www.scotland.gov.uk/stats/neighbours/tables/neighbours.asp>)

Community Budgeting is an innovative method through which local authorities and their partners examine the level and nature of public spending in their area. This information is then used to develop services that meet specific needs, either within a local area or for a particular community of interest. It will ultimately assist in the development of local Community Planning by helping to get service delivery right at the local level. It will help create more integrated means of delivering services and bring an additional dimension to community engagement.

The Executive is supporting 12 Community Planning partnerships to pilot approaches to community budgeting. Examples of some of the activities that the Community Budgeting Grant will support include:

- The development of data systems that deliver worthwhile and useful spend information, leading to more effective co-ordination of spending on priorities.
- Support for the joining up of financial information profiles between agencies.

It is intended that wider dissemination of work by the twelve pilots will take place to Community Planning partnerships across Scotland.

(<http://www.scotland.gov.uk/about/DD/SI/00016209/page847272500.aspx>)

Presentation and management of information

Partnerships should also consider the presentation and management of information to make sure it a useful ‘end-product.’ This could include, for example:

- Geographical Information Systems. User access levels can be set to allow different levels of access to data by different types of uses. Training in such packages is essential if users are to make the best use of the data for strategic purposes.
- Dedicated websites or publications.
- Common databases.

Sharing Personal Information

Community Planning partners may wish to share personal information that enables them to deliver joint services to individuals more effectively, for example through a “one-stop shop” approach.

West Lothian customers making benefit claims, who have children at school, need proof of eligibility before free school meals are provided by the education service. Customers used have to make an application to the education service after making a benefit claim, where the only additional information provided were details of the applicant’s children and the school they attended. Applications could sometimes take

up to three weeks to administer.

Following a review of the way customers access this service, the process has been changed. West Lothian Connected deals directly with free school meals claims at the same time as their customers are claiming benefit. This cuts down on administration for the education service and results in meals being available almost immediately for the children. It is less complicated for claimants, quicker and less bureaucratic. This has resulted in the responsibility for processing claims shifting from education to the benefits agency. This makes sense from a customer point of view, but has meant some cultural changes in the way both agencies have traditionally worked. The emphasis is not on who 'owns' the process, but what makes sense from a customer aspect.

Much of this personal data will relate to named individuals and may be of a sensitive nature. Therefore, those collecting and using such data have to know and abide by the Data Protection Act 1998, and other legislation, to ensure individuals' rights are protected. Information on the current data protection legislation is available from the Information Commissioner website (<http://www.dataprotection.gov.uk/commissioner.htm>). The Data Protection Act 1998 does not stop data sharing but it regulates when and how to balance public needs with individual responsibilities. However, work for the Task Force has highlighted uncertainty and differing interpretations of such legislation amongst Community Planning partners. A Scottish Executive led working group is addressing this issue.

The Scottish Executive recognises the importance of maintaining confidentiality and public trust in how the public sector handles citizens' data. It has set up a Scottish Data Sharing Working Group (SDSWG) with other public sector representatives. Its remit is to:

“Deliver advice for the benefit of the Scottish public sector which addresses common issues and misconceptions about data sharing and the relevant legislation including advice about tests of compatibility, practical steps which can be taken to share data and highlighting areas of successful data sharing and test cases”.

Model trust charters or guarantees will be developed as will model data sharing protocols. The SDWG is overseen by a Senior Officer Group on Data Sharing (SOGDS) and will be working closely with the Lord Chancellor's Department in Westminster.

With appropriate care the Data Protection Act 1998 allows the use of aggregated and anonymised personal data for research and statistical analysis. The sharing of such aggregated data amongst Community Planning partners is encouraged as it can provide a valuable source of information for strategic planning purposes. While there may be some management information of a sensitive nature, it should still be possible to provide access to a more limited data set.

Models for Information Sharing

There is no single model for information sharing. In some partnerships it may be thought appropriate for information sharing to be served on a themed or project basis whilst in others it may be thought appropriate to have a single strategic group to oversee the information sharing and development process. The development of “protocols” or formal agreements as a

basis for information sharing amongst Community Planning partners is encouraged. As noted above the Scottish Data Sharing working group will be issuing a draft model protocol for information sharing in relation to personal data.

Community Planning partners across **West Dunbartonshire, Argyll and Bute and Renfrewshire** have recognised the need to plan together and the need to share planning information. An information sharing partnership has been established across three council areas. The partnership has:

- Established a set of principles and a protocol for sharing information (this does not include the sharing of identifiable personal information)
- Developed a data inventory profiling data held by all partners
- Organised an information sharing seminar

There are also developments underway to:

- Establish a Register of Surveys, to co-ordinate consultation
- Further develop the Data Inventory, to ensure it is widely accessed
- Organise future information sharing events

Partners may also wish to consider appointing an individual officer to ensure the information sharing process is taken forward and fully developed.

Dumfries and Galloway StatMap project was a 12 month project funded and line managed by the Department of Public Health Medicine in the NHS Board on behalf of the Community Planning partners. It was initiated in February 2002 to look at data collection, collation and issues surrounding data use, access and sharing. This was with a view to determining the requirement for a central resource incorporating basic data on Dumfries and Galloway accessible to public, private and voluntary sector organisations and the local community. Main achievements to date include:

- Website development to help people find, use and understand data.
- Data resource- database of data websites, documents both locally and nationally.
- GIS system- web-based facility awaiting data input for use by all.
- Production of the document “A Guide to Data and Its Use”.

With the pilot project ending partners have identified the need for better co-ordination of existing resources and increased investment. To take this forward partners are considering jointly funding an Information Manager Post. This post will lead a Central Research Unit, which would be established by the key organisations. This corporate resource will be supported through the pooling of existing research staff and/or financial support from each organisation. A final decision is set to be made in March 2003 (<http://www.dgstatmap.scot.nhs.uk/>).

It will be increasingly important for partners not only to share the information they currently collect, but also to look for ways to improve joint collation of information as a basis for making cost-effective use of resources. For example, the joint commissioning of surveys to establish need, or surveys to collect customer feedback. Partners are also encouraged to share expertise in the processing, analysing and interpretation of data, for example joint analysis of Census data. In this respect joint partner training on data processing and analysis would also be useful to ensure a consistent approach.

Information Communication Technologies

The sharing of information supports the joined up delivery of services, many of which are increasingly being delivered through information communication technologies (ICT's). The Scottish Executive is committed to ensuring that technology is used innovatively to support high quality services. This is being taken forward under the 21st Century Government banner which recognises ICT's as a critical tool (<http://www.scotland.gov.uk/government/c21g/>)

The **Modernising Government Fund** (MGF) helps to take forward projects involving the innovative provision of improved services. One of the core initiatives funded through the MGF is **E-Care**. E-Care is a series of projects aimed at developing and implementing the electronic means of information sharing to improve inter-agency working. It focuses wholly on the direct shared care of patients and clients.

E-care will work with groups practitioners, within and across existing institutional boundaries to help them provide well-integrated direct services to their users. This project aims to produce a common language and standard customer data definitions and codes that will support information sharing across social work and health boundaries. Lessons from pilot projects will be translated into a national strategy. Customers stand to benefit from reduced requests for information and a faster service while organisations benefit from reduced duplication in information capture and initial responses to requests for information. (<http://www.scotland.gov.uk/government/c21g/fund.asp>)

This joined up approach to the electronic delivery of services requires interoperable computer systems and a common approach to data definitions, access and system security and data protection. The Scottish Executive's Information Age Government in Scotland: A Common Framework (http://www.scotland.gov.uk/library5/government/iag_framework.pdf) is a useful document in this respect setting out a framework for the adoption of consistent standards and guidelines across the public sector. The 21st Century Government Unit within the Scottish Executive has also set up a Common Infrastructure Standards Advisory Group, with members from across the public sector, to develop and promote common data standards.

Further Information

- Statistics in the Scottish Executive: <http://www.scotland.gov.uk/stats/>
- National Statistics Website: <http://www.statistics.gov.uk/>
- The PHIS website includes a section on "Advice and Access to National Data" <http://www.phis.org.uk/info/data.asp?p=be> listing websites where a variety of sources of national public data can be accessed directly.
- Audit Scotland's publication "Common Data: Common Sense" published in August 2000 also sets out a useful approach to improving data sharing and data management. <http://www.audit-scotland.gov.uk/publications/pdf/00104ac.pdf>

Community Planning Advice Note 9: Performance Monitoring and Management

Introduction

As set out in section 1 Community Planning is essentially about bodies working together more effectively to improve their communities, ensuring that services are planned and provided with the needs of the people who use these services firmly to the fore. The emphasis of the Community Planning process goes beyond the establishment of joint vision in a plan and expects a Community Planning partnership to agree on:

- What they intend to achieve together, based on both national and local priorities.
- How they will achieve these priorities through the actions of the individual partners.
- How they will track progress.

Linking national to local

Local authorities and their partners are faced with the challenge of balancing:

- National priorities set by the Scottish Executive, which are delivered through action by local authorities and other bodies such as NHS bodies, the police and the enterprise networks.
- Local priorities which reflect the particular needs and aspirations of the people in their area of Scotland.

Community Planning offers a way of balancing local and national priorities by reaching explicit agreement about the priorities of the partnership, so that the activity of each agency can be clearly directed towards those priorities.

Shared information on current reality is the first step in agreeing on the priorities of the partnership (*see also Advice Note 8: Information Sharing*). Community Planning partners also need to be able to assess the needs of their community appropriately and accurately. A key element of this is effective community engagement and this is discussed more fully in (*see Advice Note 5: Effective Community Engagement*).

Framework for agreeing targets for action and monitoring progress

Community Planning partnerships need to agree:

- What their priorities are and how they will translate these into outcomes.
- What actions need to be taken to deliver improvements.
- What indicators they will use to measure progress on these outcomes.
- What targets they will set themselves for improvement.

It is often relatively easy for Community Planning partners to reach agreement on the priorities for their area, but can be more difficult to agree the outcomes and what the targets

should be for progress and how these can be measured, and who will take what actions to achieve those targets.

A number of partnerships have already developed targets and performance frameworks and some have published initial results. This provides a solid basis for further development.

The framework below has been developed by the Community Planning Task Force as a basis for discussion with the Scottish Executive and Community Planning partnerships and testing with a range of Community Planning partnerships.

Possible performance framework



The box at the centre of the framework represents the issues and related indicators which a Community Planning partnership decides to make its priorities. These are likely to be drawn from a combination of:

- Collective national priorities set by the Scottish Executive, which can be better achieved through action by a range of key agencies. Local outcome agreements could provide one mechanism for agreeing which of these priorities should be reflected in the community plan (since particular national priorities will apply to different extents in different areas), and what targets are appropriate in the local area. This is likely to involve a dialogue between the Scottish Executive and the Community Planning partners. It is likely that the national priorities will need to be streamlined and co-ordinated for this approach to work in practice.
- Local priorities identified by the partnership over and above the national priorities, again, again linked to indicators and targets to allow progress to be monitored.

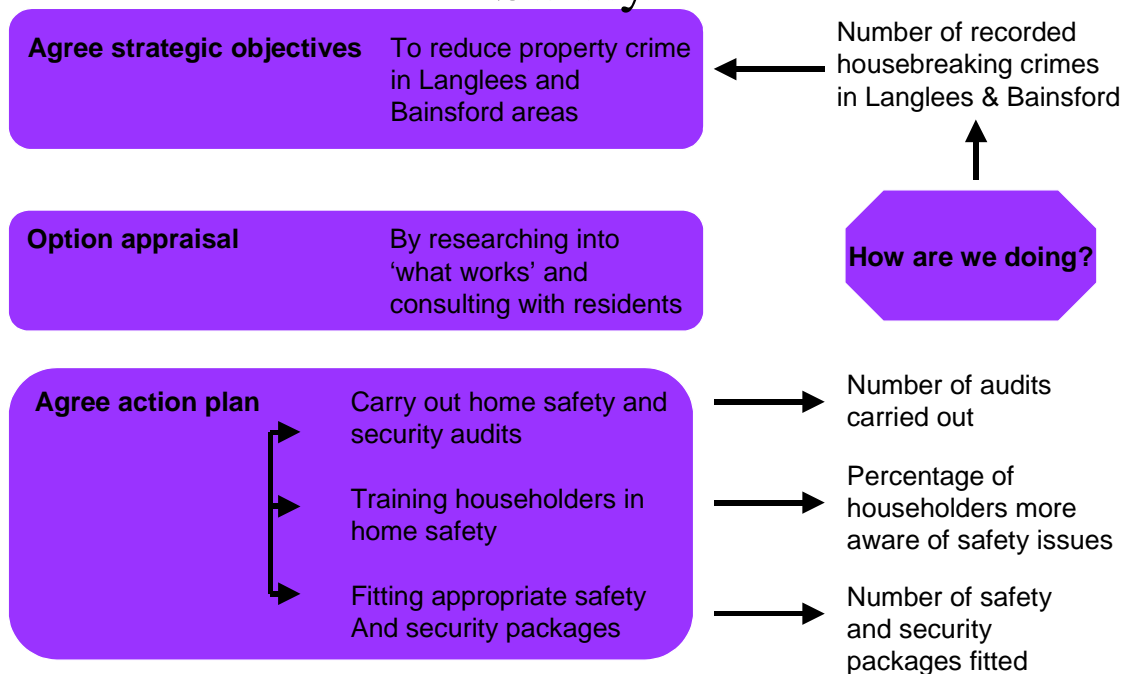
The plan may well include separate targets for specific sections of the community, defined either as communities of place, such as particular neighbourhoods which the partnership

wants to concentrate its efforts on, or as communities of interest, such as young people, women or ethnic minorities.

The shared priorities agreed by the Community Planning partnership are then tracked through targets for the actions of each individual agency that will contribute towards achieving the priority, based on evidence of what works. Each body would also have Performance Indicators for the functions and services which it carries out alone, as at present.

This approach seems to be working well for community safety partnerships, where the monitoring framework is based on an agreement of what each agency will do to contribute towards the partnership’s agreed priorities. An example is set out below.

Tracking changes – Falkirk Community Safety



Next Steps

In order to develop this framework to make it useful in practice, the Task Force has set out 3 key areas of work:

- For the national priorities, we have mapped the key sets of cross-cutting indicators:
 - Social justice: 29 Social Justice Milestones, addressing five major population groupings
 - Economic development (Smart Successful Scotland): 12 lead measures, addressing three national priorities
 - Health (The NHS Performance Assessment Framework): around 120 indicators, addressing seven headline issues

- Education (Standards in Scotland's Schools): at least 50 headline indicators, addressing five national priorities
- The environment: 42 indicators, addressing three national priorities

The intention is to identify the ground covered by these indicators, particularly any overlaps which may exist, as a basis for discussion between the Scottish Executive and Community Planning partnerships to agree specific local targets for inclusion in community plans.

To aid planning for local priorities, we envisage a menu approach covering the most common areas included in community plans, drawn from existing sources such as LA21. The main aim is to help Community Planning partnerships to identify appropriate indicators for their local priorities by producing a menu of indicators which have been tried and tested in a variety of settings. It may also be possible to support the use of these indicators in a range of ways:

- Agreeing common definitions to enable comparisons over time and with other partnerships
- Supporting the development of better data through the Neighbourhood Statistics Initiative
- Establishing a clearing house for comparative data

Further Advice will be issued as these tasks are completed.