



COMMUNITY PLANNING BOARD

THURSDAY 24 NOVEMBER 2016 AT 9:00AM

BOARD ROOM, MORAY COLLEGE UHI, ELGIN

WORKSHOP

APPROACH TO DEVELOPMENT OF LOCAL OUTCOME IMPROVEMENT PLAN AND LOCALITY PLANS

1. Overview of Programme – Pre-Planned Agenda Timetable (May 2016)
 2. Presentation on Community Planning Outcomes Tool
- Short Break
3. Reflecting on Issues from Presentation – Consider the Following:-
 - Community Empowerment Act Requirements
 - Partners' Organisational Priorities and Resources
 - Priorities for CPP – Overall (Development of the LOIP/10 Year Plan)
 - Priorities for CPP – Prevention and Inequalities (Development of Locality Plan(s))
 - Risks to Approaches to be Taken
 - Engagement on Approaches to be Taken
 - Membership on CP Board or Other Groups

Reference Documents:-

- Community Empowerment Act Table (Appendix 1)
- Community Empowerment Act Guidance (Appendix 2)

Proposed Groups

Roddy Burns	TMC
David Rout	Scottish Fire & Rescue Service
Mike Palmer	Scottish Government
Ranald Robertson	HITRANS
Dave McCallum	Skills Development Scotland
Campbell Thomson	Police Scotland
Councillor Gary Coull	TMC
	<i>Jess Barbier-Marsden to scribe</i>

Bridget Mustard	TMC
Fabio Villani	tsiMORAY
Andrew Anderson	HIE Moray
Joe Bodman	Moray College UHI
Chris Littlejohn (for Susan Webb)	NHS Grampian
Councillor Lorna Creswell	Moray Integration Joint Board
Councillor Stewart Cree	TMC
	<i>Bridget Mustard to scribe</i>

Pamela Gowans	Moray Integration Joint Board
Don Vass	tsiMORAY
Kate Stephen	Police Scotland
David Meldrum	Scottish Fire and Rescue
David Patterson	Moray College UHI
Councillor John Cowe	TMC / HITRANS
Councillor Allan Wright (Chairman)	TMC
	<i>Amanda Walker to scribe</i>

Mark Palmer	TMC
Christine Lester	Moray Integration Joint Board
Anthony Standing	Skills Development Scotland
Rachel Hunter	Acting Area Manager for Moray (HIE)
George McDonald	Police Scotland
Councillor John Divers	TMC
Stewart Mackie	Police Scotland
	<i>Kirsty Main-Ellen to scribe</i>

APPENDIX 1

**Community Empowerment Act
Local Outcomes Improvement Plan/Locality Plans/ Performance & Annual Report**

Local Outcomes Improvement Plan (LOIP)

Requirements	Currently In place
Produce LOIP – 1 Oct 2017	10 Year Plan 2016
Content	
Clear, evidence-based and robust strong understanding of local needs, circumstances & aspirations including variances for different places and population groups in the area.	Limited contextual information in 10 year plan
Identify communities with poorer outcomes as compared to locally and nationally	
Translate understanding of local needs, circumstances & aspirations into a plan which reflects CPP’s priorities for improving outcomes and tackling inequalities with clear priorities. Demonstrating a robust link between priorities and understanding of local needs, circumstances & aspirations and link to national outcomes.	5 x priorities; 49 x targets
State clearly what will be different for communities as long-term outcomes in 10 years. Contributory outcome indicators and targets by which progress towards these will be demonstrated over the short (1yr) and medium (3yr) terms. Outcomes and targets need to be realistic and ambitious.	Shows targets for 10 year time. Some target missing data
Provide reassurance that outcomes and targets are realistic and ambitious by setting out what steps will be undertaken over the medium term either in LOIP or separate document. Information should also show how partners are deploying resources in support of the agreed outcomes, especially in ways which promote prevention, the reduction of inequalities, and the building of community capacity.	<p>These may be defined within strategic partnership plans/ action plans.</p> <p>There is some reference to resources within the performance management annual updates to the board.</p> <p>Prevention WG is progressing with considering ways to promote prevention activities within the partnership.</p>
Engagement with community bodies	
What specific participation took place to develop the plan	There is a brief section on community engagement. Large engagement campaign in 2016 to inform 2017 revision.
Signing Off	
Sign off by all partners as part of Act and any other relevant partners. The separate signature of Scottish Ministers is not required.	Agreed by board
Timescale – 1 Oct 2017	Revised 10 year plan (2027) – 1 April 2017

Revise LOIP	Revision schedule – every two years from 2017
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Locality Plan(s)	
Requirements	Currently in place/being developed
Produce Locality plans – 1 Oct 2017	
Locality plan(s) focus on improving outcomes for that locality. The locality has been identified for a specific locality plan because it contains a community who experience significant inequalities of outcome from socio-economic disadvantage. The starting point for the plan should be about how outcomes can be improved so as to reduce these inequalities.	
Identifying localities	
Identify localities for the purpose of locality planning. Plans should be built around a natural community	Locality information produced for smaller geographic areas: <ul style="list-style-type: none"> • Police Ward plans • Fire ward plans • IJB locality plans • Elgin Charrette • Community profiles (see below)
Use understanding of local needs, circumstances and opportunities to identify those localities for which it should undertake location planning.	<ol style="list-style-type: none"> 1. Community Profiles (to support LMGs and PFR) <ul style="list-style-type: none"> • individual small geographic areas profiles • summary of data at ASG level 2. Data profiles (to support LGM) <ul style="list-style-type: none"> • Children and young people data • Crime • Health (produced by H&SCP) <p>So far the completed profiles are:</p> <ul style="list-style-type: none"> • Aberlour • Alves • Dufftown • Dyke • Findhorn • Forres (town) • Keith (town)

	<ul style="list-style-type: none"> • Kinloss • Logie • Rothes • Portgordon <p>Profiles to be completed June/July:</p> <ul style="list-style-type: none"> • Crossroads/Rothiemay • Glenlivet/Inveravon • Tomintoul • Craigellachie/Knockando • Botriphnie/Newmill • Lhanbryde <p>Remaining ASG/profile areas will be completed by end of Dec.</p> <p>Summary data for ASG:</p> <ul style="list-style-type: none"> • Forres (complete) • Speyside (June/July) • Keith (June/July) • Remaining ASGs (Dec)
Content	
Clear, evidence-based and robust strong understanding of local needs, circumstances & aspirations of communities in that locality.	Evidence base will be available as profiles are completed.
Translate understanding of local needs, circumstances & aspirations into a plan which reflects CPP's and communities shared priorities for improving outcomes and tackling inequalities in their area. Its content should reflect the perspectives and ambitions of local communities and the business and third sectors.	<p>Community engagement is taking place for some of the local areas using the community profiles within the PfR exercises:</p> <ul style="list-style-type: none"> • Dufftown (complete) • Aberlour (in conjunction with H&SCP) (May) • Portgordon (being planned) • Lhanbryde (being planned) <p>At PfR exercises the community produces an action plan. Dufftown community are progressing their action plan. Aberlour is currently developing their action plan and will have sessions with partners.</p> <p>LMGs will develop their action plans with partners using the profile data.</p>

Set out clear priorities for improving local outcomes and tackling inequalities, agreed by the CPP and community. State clearly what will be different for communities as long-term outcomes in 10 years. Contributory outcome indicators and targets by which progress towards these will be demonstrated over the short (1yr) and medium (3yr) terms. Outcomes and targets need to be realistic and ambitious.	
Set out what agreed actions will be undertaken over the short (1yr) and medium (3yr) terms. This information should be in locality plan or separate document. Information should also show how partners are deploying resources in support of the agreed outcomes, especially in ways which promote prevention, the reduction of inequalities, and the building of community capacity.	
Engagement with community bodies	
What specific participation took place to develop the plan	
Consult on locality plans	
Signing Off	
Sign off by all partners as part of Act and any other relevant partners. The separate signature of Scottish Ministers is not required.	Agreed by board
Timescale – 1st Oct 2017	
Revise Locality plans - As required	

Performance Management

Requirements	Currently In place
<p>Publish performance against LOIP and locality plans</p>	<p>Performance is reported annual to board but not</p>
<p>Performance management framework & structure to support analysis and challenge</p>	
<p>The performance management frameworks which operate within a CPP should include a blend of performance evidence which improves understanding of the specific added values of the partnership, how the partnership is contributing to improving local outcomes and what the contribution of individual partners is to the locally agreed priorities.</p>	<p>Strategic partnerships agree targets, monitor performance & report annually to board.</p> <p>Performance monitoring template agreed which includes:</p> <ul style="list-style-type: none"> • Target • What will we do in 2015-16? List each major contributory action. • Who will do it? Consider role if any for CP partners • What are our milestones for each contributory action? • Millstones RAG status • Target confidence rating • Is target still relevant? Should it be amended? Comments?
<p>Content</p>	
<p>Portfolio of evidence:</p> <ul style="list-style-type: none"> • Data on local outcomes • Service performance • Experience of local communities and service users <p>This includes how well local people feel they are involved in local decision-making and how the CPP will identify improvements in specific communities that might be masked in data that covers the whole CPP area.</p>	
<p>CPPs should use performance and other information to review and report on their assessment of whether progress has been made in improving local outcomes in both their LOIP and in locality plans. It should also inform the assessment in their LOIP report of the extent to which their efforts to secure participation has been effective in enabling community bodies and communities to contribute throughout CP.</p>	

Annual Report

Requirements	Currently In place
Produce annual report – 1 Aug 2018	An annual report has not be produced for a couple of years.
Content	
Demonstrate clearly ways in which CPP has improved local people’s lives. Each partner must provide such information about local outcomes as the partnership request which includes contributions to the public annual report.	
Describe progress re ambitions in LOIP and locality plan(s). Include an assessment of how CPP has participated with community bodies during the reporting year and how effective that has been in enabling community bodies to shape and influence CP.	

Community Empowerment (Scotland) Act 2015

Part 2 Community Planning

Near final Guidance and Regulation

Community Empowerment (Scotland) Act 2015

Part 2 Community Planning

Near final Guidance and Regulation

(Publication of finalised guidance will be subject to Parliamentary approval of a related draft regulation on definition of “locality” for locality planning purposes)

Contents	page number
<u>Part 1 – Strategic overview of community planning</u>	<u>3</u>
Foreword	4
Purpose of community planning and summary of expectations	4-8
What difference does the 2015 Act make to community planning?	8-10
What is the scope of the guidance?	10
<u>Part 2 More detailed supporting guidance</u>	<u>11</u>
<u>A:</u> Principles of effective community planning	
Community participation	12-16
Tackling inequalities	17-19
Shared leadership	20-22
Governance and accountability	23-26
Understanding of local communities’ needs, circumstances and opportunities	27-28
Focus on key priorities	29-30
Focus on prevention	31-33
Resourcing improvement	34-36
Effective performance management	37-39
<u>B:</u> Specific guidance on statutory plans	
Local outcomes improvement plans	40-42
Locality plans	43-46
Draft Regulation	47-48
<u>C:</u> Guidance on other provisions in Part 2 of the Act	
Duty on Scottish Ministers to promote community planning	49
Establishment of corporate bodies	49
<u>D:</u> Links to supporting materials	50-52

Part 1 STRATEGIC OVERVIEW OF COMMUNITY PLANNING

This Part briefly explains the purpose of community planning and what difference effective community planning can and should make to improving outcomes and reducing inequality. It also describes what effective community planning includes and achieves, built around making a positive difference to the lives of people in our local communities across Scotland. CPPs and partner bodies should use these descriptions as a basis for strengthening and assessing the effectiveness of community planning in their areas.

Foreword

High quality public services which work together and with Scotland's communities are essential to support a fair and prosperous society. Building on this, the Scottish Government has undertaken a major programme of reform and improvement across our public services. Our approach continues to be informed by the findings of the Christie Commission on the Future Delivery of Public Services in 2011, giving us consistent and clear strategic direction built around the four pillars of reform: partnership; prevention; people; and performance.

It is an approach which demonstrates that we are focused on putting people and communities at the centre of public service delivery and policy making. In particular, it is designed to target the causes rather than the consequences of inequalities; and to make sure that our public services are sustainable in the face of significant constraints on public spending imposed by the UK Government in Westminster, and reflect the changing shape of our society.

Community planning is a key driver for public service reform at local level. It brings together local public services and the communities they serve. It provides a focus for joint working, driven by strong shared leadership, directed towards distinctive local circumstances. And this focused joint working provides powerful potential to address often deep-rooted causes of inequalities, and to use preventative approaches to manage future demands on crisis intervention services.

This statutory guidance provides a renewed vision for community planning, which builds on the provisions in the 2015 Act and the shared ambitions of COSLA and the Scottish Government. The guidance supersedes the Statement of Ambition which COSLA and the Scottish Government agreed in 2012; and also policy statements which the National Community Planning Group, Scottish Ministers and COSLA leaders have issued since then.

The expectations in this guidance are intended to be ambitious and to be challenging. They recognise that community planning partnerships (CPPs) are undertaking an improvement journey. It is therefore important that CPPs understand how closely their own performance matches these expectations and have a clear understanding of the nature and extent of improvement support required to make these ambitions real. But this ambition is important if community planning, alongside health and social care integration and community justice is to make the most of its potential as a principal driver of public service reform locally across Scotland.

Purpose of community planning and summary of expectations

Under the 2015 Act, community planning is about how public bodies work together and with the local community to plan for, resource and provide or secure the provision of services which improve local outcomes in a local authority area, with a view to reducing inequalities.

Our vision for effective community planning is built upon a series of principles, which are summarised in the box below and described in further detail in Part 2 of this guidance. These principles reflect the following qualities about what community planning should encompass and achieve.

Effective community planning brings together the collective talents and resources of local public services and communities to drive positive change locally. Community planning partners both statutory and non- statutory provide strong shared leadership for community planning, so that the CPP sets an ambitious vision with and for local communities and ensures that is delivered. The voices of communities themselves, especially those experiencing socio-economic disadvantage, are integral to successful community planning. Their needs and aspirations, and their own capacity to make change happen (with support where needed), are reflected in the local priorities the CPP sets, in how community planning partners shape services and direct resources, and in how the CPP reviews progress made.

Effective community planning focuses on where partners' collective efforts, can add most value for their local communities, with particular emphasis on reducing inequalities. The CPP has a clear and ambitious vision for its local area. This focuses community planning on a small number of local priorities where the CPP will add most value as a partnership – in particular by improving outcomes for its most vulnerable communities and moderating future demand for crisis services. The CPP is clear about the improvements it wishes to make locally on these priorities, and is committed to prevention and early intervention as a way to contribute to these improvements.

Effective community planning makes the most of collective resources to deliver change where it matters most for local communities. The CPP and its partners understand how their collective resources support their ambitions. They deploy the right resources to meet the CPP's improvement targets and offer better prospects for vulnerable people in future. Partners look for opportunities to work together to use collective resources in more effective and efficient ways to improve outcomes. They align their collective resources to better support the CPP's ambitions. The CPP and its partners keep under review whether partners are deploying the right resources to meet their ambitions, take corrective action where necessary and report progress annually to their communities.

Effective community planning is committed to achieving its ambitions and strives for continuous improvement. The CPP and its partners are committed to delivering on their ambitions for communities in their area. They understand how well they're performing, and act nimbly wherever appropriate to improve performance. There is genuine challenge and scrutiny in community planning, built on mutual trust, a shared and ambitious commitment to continuous improvement, and a culture that promotes and accepts challenge among partners. The CPP is organised to provide a strong platform which supports and encourages vibrant strategic decision-making and action locally. And the CPP is transparent in demonstrating to its communities the progress it is making to improve outcomes.

Summary of Expectations - Principles of Effective Community Planning

Community participation and co-production

- The CPP and community planning partners work with community bodies to ensure that all bodies which can contribute to community planning are able to do so in an effective way and to the extent that they wish to do so.
- The CPP and community planning partners have a clear understanding of distinctive needs and aspirations of communities of place and interest within its area, as a result of effective participation with community bodies.
- Effective community participation informs decisions about the CPP's priorities, how services are shaped and resources deployed; this includes working with community bodies on co-production where these bodies wish to do so.
- Effective community participation informs how the CPP manages and scrutinises performance and progress, and how it revises its actions to meet its ambitions as a result of its performance management.
- The CPP embraces the principles of effective co-production which is aimed at combining the mutual strengths and capacities of all partners (including community bodies) to achieve positive change.

Tackling inequalities

- The CPP has a strong understanding of which households and communities, both of place and of interest, in its area experience inequalities of outcome which impact on their quality of life.
- The CPP focuses its collective energy on where its partners' efforts can add most value for its communities, with particular emphasis on reducing inequalities.
- The CPP develops locality and thematic approaches as appropriate to address these, with participation from community bodies representing the interests of persons experiencing inequalities.
- The CPP should build the capacity of communities, particularly those experiencing inequality, to enable those communities, both geographic and of interest, to identify their own needs and opportunities; and support their efforts to participate effectively in community planning, including in the co-production of services.

Shared leadership

- Partners demonstrate collective ownership, leadership and strategic direction of community planning.
- Partners use their shared leadership role to ensure the CPP sets an ambitious vision with and for local communities; the CPP involves all partners and resources that can contribute towards delivering on that vision; and that partners deliver on it.
- The CPP is clear about how they work with public service reform programmes (including health and social care integration and community justice reforms).

Governance and accountability

- The CPP understands what effective community planning requires, and the improvement needs for it and its partners.
- The CPP and its partners apply effective challenge and scrutiny in community planning, built on mutual trust, a shared and ambitious commitment to continuous improvement, and a culture that promotes and accepts challenge among partners.
- The CPP organises itself in an effective way, which provides platforms for strong strategic decision-making and action, and effective scrutiny and challenge.
- The CPPs and partners can demonstrate, including to local communities through annual progress reports, how they are working effectively in partnership to improve outcomes as part of how they are held to account.

Understanding of local communities' needs, circumstances and opportunities

- The CPP has a strong understanding of its local areas, including differing needs, circumstances and opportunities for communities (geographical and communities of interest) within its area.
- This understanding is built on appropriate data and evidence from partners and community perspectives flowing from effective community engagement.

Focus on key priorities

- The CPP uses its understanding of local needs, circumstances and opportunities to establish a clear and ambitious vision for its area and identify local priorities for improvement.
- The CPP is clear about the improvement it wishes to make locally in terms of better outcomes for specific communities, reducing the gap in outcomes between the most and least deprived groups and improving long term sustainability of public service provision.
- The LOIP places a clear emphasis on identifying local priorities which focus on how the CPP will add most value as a partnership to improve outcomes and tackle inequalities, and the CPP targets activities around these priorities.

Focus on prevention

- The CPP and partners plan prevention and early intervention approaches as core activities which help people and communities to thrive and contribute to addressing poor outcomes and improving long term sustainability of public service provision..
- The CPP places strong emphasis on preventative measures to achieve ambitious long term improvement goals on the local outcomes it prioritises.
- CPP partners provide resources required to support preventative measures to the scale required to fulfil these ambitions.
- The CPP works with local communities and uses a close understanding of local needs, circumstances and opportunities to design services and focus resources to where it has greatest preventative benefit.

Resourcing improvement

- The CPP and its partners understand how their collective resources are supporting shared local priorities, and whether together these are sufficient and the right resources to enable the CPP to meet its improvement targets.
- Partners demonstrate strong shared leadership by working with other bodies to use collective resources in more effective and efficient ways to improve outcomes and reduce inequalities.
- Partners deploy sufficient resource to meet agreed ambitions for the CPP's local priorities.
- Partners align their collective resources in ways which support its local priorities effectively and efficiently.
- The CPP and its partners keep under review whether partners' deployment of resources remains appropriate for meeting its ambitions, and take corrective action where necessary.

Effective performance management

- The CPP has a deep-rooted commitment to continuous improvement.
- The CPP has effective processes and skills to understand and scrutinise performance.
- The CPP acts wherever appropriate to improve performance in light of this understanding and scrutiny.

What difference does the 2015 Act make to community planning?

In summary, the Act makes significant changes to community planning legislation, previously contained in Part 2 of the Local Government in Scotland Act 2003. Community planning now has a clear statutory purpose focused on improving outcomes. It is explicitly about how public bodies work together and with the local community to plan for, resource and provide services which improve local outcomes in the local authority area, all with a view to reducing inequalities. These reforms recognise that:

- it is unlikely that any public sector body can most effectively meet its own business requirements by working in isolation.
- public bodies need to work closely in partnership with each other and their local communities in order to make the biggest difference in the outcomes for which they are responsible.
- how public sector bodies and communities do this should reflect often distinctive local conditions.

The 2015 Act requires CPPs to:

- prepare and publish a local outcomes improvement plan (LOIP) which sets out the local outcomes which the CPP will prioritise for improvement
- identify smaller areas within the local authority area which experience the poorest outcomes, and prepare and publish locality plans to improve outcomes on agreed priorities for these communities (the outcomes prioritised for improvement in a locality plan may differ from those in the local outcomes improvement plan)
- review and report publicly on progress towards their LOIP and locality plans, and keep the continued suitability of these plans under review.

The 2015 Act expands the number of public sector bodies that are subject to community planning duties. Statutory partners under the 2003 Act are the local authority; the Health Board; Scottish Enterprise / Highlands and Islands Enterprise; Police Scotland; the Scottish Fire and Rescue Service, and the Regional Transport Partnership. Schedule 1 to the 2015 Act expands this list to include:

- Historic Environment Scotland
- the health and social care Integration Joint Board for the area
- a National Park authority
- the board of management of a regional college
- a regional strategic body under the Further and Higher Education (Scotland) Act 2005
- Scottish Environment Protection Agency
- Scottish Natural Heritage
- Scottish Sports Council (i.e. Sportscotland)
- Skills Development Scotland
- VisitScotland.

The 2015 Act places specific duties on community planning partners, all linked to improving outcomes. These include:

- co-operating with other partners in carrying out community planning
- taking account of LOIPs in carrying out its functions;
- contributing such funds, staff and other resources as the CPP considers appropriate to improve local outcomes in the LOIP and secure participation of community bodies throughout community planning.

Under the 2015 Act, running the CPP and making sure it works effectively is a shared enterprise. It applies duties to support shared leadership and collective governance on specified community planning partners, i.e. the local authority, NHS, Police Scotland, Scottish Fire and Rescue Service and Scottish Enterprise or Highlands and Islands Enterprise. These duties include:

- facilitating community planning
- taking all reasonable steps to ensure the CPP conducts its functions effectively and efficiently.

The participation of and with communities lies at the heart of community planning, and apply in the development, design and delivery of plans as well as in the review, revision and reporting. The 2015 Act and this guidance make it clear that consultation is no longer enough and that CPPs and community planning partners must act to secure the participation of communities throughout.

So CPPs must take all reasonable steps to secure the involvement in community planning of any community body which it considers is likely to be able to contribute to it, to the extent that the community body wishes. They must in particular have regard to community bodies which represent those communities experiencing socio-economic disadvantage. And statutory community planning partners must contribute such funds, staff and other resources as the CPP considers appropriate to secure participation of community bodies in community planning.

Whilst the provisions in the 2015 Act sets out statutory duties on CPPs and community planning partners, effective community planning requires more than simply complying with these duties. CPPs and community planning partners need to apply the principles of effective community planning summarised in this guidance, as without them then community planning is unlikely to make the difference to people and communities that it can and should.

What is the scope of the guidance?

Scottish Ministers have published this guidance under section 15 of the 2015 Act. CPPs and community planning partners listed in Schedule 1 to the Act and the relevant local authority must have regard to this guidance in undertaking community planning. Other organisations and individuals involved in community planning are also encouraged to take account of this guidance.

PART 2: MORE DETAILED SUPPORTING GUIDANCE

This Part provides practitioners and other interested parties participating in community planning with more detailed supporting guidance about the principles of effective community planning. It includes explanations about why each principle is important, issues CPPs and partner bodies should consider in applying them and examples of how they may do so. This part also provides specific guidance for CPPs and partner bodies for preparing and publishing Local Outcome Improvement Plans and locality plans; together with a series of weblinks to other supporting materials.

A: PRINCIPLES OF EFFECTIVE COMMUNITY PLANNING

Community participation

Summary of Expectations

- The CPP and community planning partners work with community bodies to ensure that all bodies which can contribute to community planning are able to do so in an effective way and to the extent that they wish to do so.
- The CPP and community planning partners have a clear understanding of distinctive needs and aspirations of communities of place and interest within its area, as a result of effective participation with community bodies.
- Effective community participation informs decisions about the CPP's priorities, how services are shaped and resources deployed; this includes working with community bodies on co-production where these bodies wish to do so.
- Effective community participation informs how the CPP manages and scrutinises performance and progress, and how it revises its actions to meet its ambitions as a result of its performance management.
- The CPP embraces the principles of effective co-production which is aimed at combining the mutual strengths and capacities of all partners (including community bodies) to achieve positive change.

Introduction

1. The CPP and its community planning partners should demonstrate a clear commitment to securing effective participation with community bodies throughout community planning, by engaging actively with communities of place and interest. Effective community participation is essential to assist the CPP to secure improved outcomes and reduced inequalities. It can also stimulate improved self-esteem, raised aspirations within these communities, and capacity to try to do more.
2. This commitment to securing effective participation from community bodies should be led, planned and managed effectively at a partnership level, with strong shared leadership from all partners including community bodies. Approaches should be informed by the National Standards for Community Engagement and supported by such tools and frameworks as are appropriate. Leaders should promote a culture throughout their respective organisations which is committed to the ideal of communities as equal partners, and support innovate ways to involve and empower communities.

Identifying Community Bodies

3. The 2015 Act requires CPPs and community planning partners both to engage with those community bodies which are likely to be able to contribute to community planning, and to participate with these bodies in community planning to the extent that those bodies wish to do so (section 4(3) and (6)).
4. Section 4(9) defines “community bodies” for this purpose. These are bodies, whether or not formally constituted, established for purposes which consist of or include that of promoting or improving interests of any communities however resident or otherwise present in the area of the CPP.
5. Formally constituted bodies can include, for example, community councils, tenant or resident associations, and local business associations. These bodies can support the interests of **communities of place** and **communities of interest** (e.g. young people leaving care; vulnerable adults; the local business community; those with protected characteristics such as disabled people; or people from black and minority ethnic communities.)
6. The CPP should also engage with third sector organisations, where doing so can support effective participation from community groups that can contribute to community planning. Third Sector Interfaces should support effective community planning, by building links between third sector bodies and the CPP.
7. A substantial number of community bodies are also regarded as third sector organisations¹. While the CPP may determine that it cannot engage with every community body in the way and to the extent that each body might wish, it should be open and transparent in making clear to bodies why it has reached the decisions it has in order to support how it fulfils its broader duty to secure effective community planning.

Applying this Principle

8. Community participation should closely inform all aspects of community planning, including understanding of needs, circumstances and opportunities; setting priorities; responding to those priorities and reviewing progress. The CPP and its partners should shape their engagement activity with a view to securing active, constructive and ongoing participation from community bodies. This engagement will inform, for instance, when and how this activity is undertaken, and what local information and other support the CPP and partners provide to facilitate effective participation. Effective links may be made for example, with statutory consultation requirements on the development plan.

¹ The third sector includes volunteers, charities, social enterprises, mutual, voluntary groups, community groups, sports associations and others. They are neither public or private sector and are focused on achieving social goals.

9. Securing participation from communities requires commitment from the CPP and partners to strengthen the capacity of community bodies, wherever this is needed to build effective community involvement in decision-making, policy development and service provision. Community capacity building is especially important to secure the participation of those sections of the community which are otherwise less engaged than other sections in community planning. This includes in particular community bodies which represent the interests of persons who experience inequalities of outcome which result from socio-economic or other disadvantage. Community planning partners should seek to maximise the impact of community learning and development by focusing activity on the most disadvantaged communities.
10. Section 14(3)(b) gives a statutory basis to this requirement, by requiring community planning partners to contribute such funds, staff and other resources as the CPP considers appropriate to secure that participation. The CPP should ensure that there is a particular focus on supporting the participation of those people who face additional barriers to involvement. The CPP and its partners – including Third Sector bodies and, importantly, community bodies themselves – should view capacity building as a shared responsibility.
11. Through their engagement and capacity building activity, the CPP and partners should develop and maintain a strong understanding of local needs, circumstances and opportunities. These needs and aspirations are likely to be complex and constantly evolving, and so the CPP and its community planning partners will need to maintain ongoing engagement with community bodies. In turn community bodies and the communities they represent should feel that their voices have been heard and change has taken place as a result of their involvement.
12. Techniques such as charrettes, an innovative multi-disciplinary approach to development in the built environment or use of the Place Standard which supports the delivery of high quality places in Scotland and to maximise the potential of the physical and social environment in supporting health, wellbeing and a high quality of life, can support effective community engagement which is central to the delivery of successful, sustainable places.
13. Partners should collaboratively align their community participation activity. The aim is to: pool community engagement expertise and resources; reduce engagement fatigue amongst communities; provide a more efficient use of community as well as public partner resource; and maximise the impact of community participation in community planning.

14. The CPP should ensure that its structure and organisation ensure a strategic, full and clear role for community bodies in its organisation and in its decision-making across all levels. From this and how the CPP more broadly secures participation from community bodies in community planning, community needs and aspirations should strongly inform the CPP's understanding of local needs and circumstances, as well as its [clear vision for local communities](#) and the priorities it sets for improvement in its LOIP. These decisions may not fully satisfy the wishes of every community body, so the CPP should be transparent and provide reasoning for their choice of actions.
15. The perspective of communities is also important for decisions on how to deliver and [resource](#) actions to achieve ambitions in the LOIP. This is especially true when tackling multi-faceted and deep-rooted challenges which result in cumulative impact and poorer outcomes for some sections of the community, in these circumstances it is particularly important that interventions are shaped around the needs, circumstances and aspirations of targeted groups.
16. CPPs should work with communities to consider and, where appropriate, develop opportunities to co-produce services with communities where those communities wish and have the capacity to do so. In simple terms, this means working with rather than doing to people and communities, to achieve better outcomes. This can harness communities' ambitions to fulfil their own potential, building on their knowledge, experience, talents and aptitude; and from this, support positive outcomes. It can be an effective way of pursuing [prevention](#).
17. Section 4(6)(c) requires CPPs to take such steps as are reasonable to enable communities bodies who wish to participate in community planning to do so. In line with section 14(3)(b), community planning partners should provide such resources as the CPP considers appropriate to secure the participation of community bodies in community planning. This should include support where needed to support community bodies to engage in co-production (reflecting the duty in section 4(6)(c)).
18. One example of how CPPs can gain a community perspective is by using Participatory Budgeting as a tool for enhanced community engagement and as a development of participatory democracy. Participatory Budgeting gives local people a direct say in how and where public funds can be used to address locally identified requirements by providing the opportunity to identify preferences and allocate spend within defined parameters.

19. A commitment to community participation is also important to how the CPP monitors [performance](#) and progress against its ambitions, how it ensures sufficient challenge and scrutiny of this progress, and how it revises its actions to meet these ambitions in response. Intelligence about the views and experiences of local communities should form part of a portfolio of evidence which underpins the CPP's approach to effective performance management. This, for instance, should enable the CPP to review and evaluate how well local people feel they are involved in local decision making and how well local services are meeting their needs and aspirations. It should also assist the CPP to identify progress towards ambitions in specific communities of place or of interest that might be masked in data that covers the whole CPP area.
20. This intelligence about the views and experiences of local communities may be built in a variety of ways. However it should include opportunities for community bodies to participate fully within the CPP's formal monitoring channels.
21. CPPs should establish on-going monitoring and evaluation processes (including the annual progress report to their communities) as a means to communicate, explain and encourage further community participation in community planning. CPPs should describe the extent to which they have been effective in enabling community bodies to contribute to community planning in this progress report (section 8(2) of the 2015 Act refers). This measure of participation and impact is designed to encourage CPPs to place communities at the centre of community planning so that community perspectives can contribute throughout.
22. Effective community participation requires the CPP to demonstrate clearly ways in which it has improved local peoples' lives. The CPP is accountable to communities for the progress it makes towards its community planning ambitions for the local area. Section 14(4) makes it clear that each partner must provide such information about local outcomes as the partnership requests which could include contributions to the published annual report.
23. Annual published progress reports should be accessible and readily available to communities in formats which enable communities to understand the direction and scale of progress. Reporting requirements for communities may therefore differ from those for other partners. Securing the participation of communities on an on-going basis will require that those communities see and understand the impact of community planning activity on their lives.
24. Sections 8 and 12 of the 2015 Act require the CPP to publish annual reports which, respectively, describe progress made towards ambitions in their LOIP and locality plans. Progress reports should provide communities with an assessment of progress that is accurate and current. The annual progress report on the LOIP should also include an assessment of how the CPP and community planning partners have participated with community bodies during the reporting year, and how effective that has been in enabling community bodies to shape and influence community planning (s.8(2)(b) refers).

Tackling inequalities

Summary of Expectations

- The CPP has a strong understanding of which households and communities, both of place and of interest, in its area experience inequalities of outcome which impact on their quality of life.
- The CPP focuses its collective energy on where its partners' efforts can add most value for its communities, with particular emphasis on reducing inequalities.
- The CPP develops locality and thematic approaches as appropriate to address these, with participation from community bodies representing the interests of persons experiencing inequalities.
- The CPP should build the capacity of communities, particularly those experiencing inequality, to enable those communities, both geographic and of interest, to identify their own needs and opportunities; and support their efforts to participate effectively in community planning, including in the co-production of services.

Introduction

25. The duties in the Equality Act (2010) and the Specific Duties (Scotland) Regulations 2012 to which statutory community planning partners are subject to in how they conduct their business are equally relevant in a community planning context. Further, each CPP in carrying out community planning must act with a view to reducing inequalities (section 5 of the 2015 Act refers).
26. The importance of tackling inequalities is built into both the Christie Commission report and the Scottish Government's Public Service Reform agenda. They recognised that public services are important to us all, but are of particular importance in improving the lives of the vulnerable and disadvantaged in our society. With our public services facing increasing pressures, in part to deal with the consequences of disadvantage and vulnerability, and with significant constraints on public spending imposed by the UK Government in Westminster, our public services more than ever need to meet the needs of the people and the communities they seek to support.
27. Community planning has a particularly important role in tackling inequalities. Multiple negative outcomes tend to befall the same households and communities, whether those communities are geographic or of interest. History tells us that piecemeal approaches which target one outcome at a time tend to have limited success.

28. Addressing multiple negative outcomes requires multi-faceted responses which address their collective impact on affected communities. Community planning brings together the partners who can respond in this integrated way. It is through the prism of addressing socio economic inequality that CPPs can prioritise their efforts towards where they can make the biggest difference to peoples' lives, enabling them to thrive, with local services designed responsively to changing local needs and circumstances. The 2015 Act now reflects this recognition about the role of community planning in tackling inequalities. It includes a specific duty on CPPs when carrying out their functions under Part 2 of the Act to act with a view to reducing inequalities of outcome which result from socio-economic disadvantage (section 5), unless the CPP consider it would be inappropriate to do so.

Applying this Principle

29. As in all aspects of how a CPP and its partners act to tackle inequalities, the communities in question may be communities of place or of interest. The CPP should act with a view to tackling inequalities in all aspects of its work, throughout community planning and not only through its locality planning.
30. It is for each CPP to identify which communities in its area experience inequalities of outcome which impact upon the quality of life for those communities, and the extent of these inequalities. It should establish this as a central part of how it builds its [understanding of local needs, circumstances and opportunities](#).
31. Inequalities are not always experienced in neat concentrations of people in communities. They may apply to particular communities of place, communities of interest or even individual households. So the CPP will need to use its understanding of the distribution and extent of such inequalities to be able to tackle these effectively and efficiently. In all cases, the CPP and its partners should recognise the multi-faceted and inter-connected nature of inequalities facing these communities, as it works through approaches to reduce these.
32. The CPP should then reflect this understanding of inequalities in setting its local priorities. It may choose to focus one or more of its priorities on improving outcomes for particular communities experiencing poorer outcomes. Where the CPP instead sets a local priority around an outcome theme (e.g. employability or healthy life expectancy), it should consider interventions which reduce inequalities as well as improve outcomes.
33. CPP partners should then deploy [resources](#) in ways that will have most impact in targeting inequalities in outcomes. The duties on locality planning in sections 9-12 of the Act reflect the fact that inequalities of outcome are often most stark when disaggregated to small neighbourhood level, showing the value of targeting and customising services to particular communities.

34. Effective [engagement with communities](#) should be integral to approaches to tackle inequalities. Communities will often be best placed to understand their needs and shape responses which can address these effectively. CPPs should build the capacity of communities, particularly those experiencing inequality, to better enable those communities to identify their own needs and aspirations and support their efforts to participate throughout community planning, including in the co-production of services, to the extent that the community wish to.
35. The Act places a duty on community planning partners around this. Section 14(3)(b) requires community planning partners to contribute such funds, staff and other resources as the CPP agrees in order to secure the participation of community bodies in community planning, having regard in particular to those representing the interests of persons experiencing inequalities. The CPP may find that understanding how other communities in their area successfully articulate their views can provide valuable insights that can help them work with those communities who need it most.
36. Although CPPs must act with a view to reducing inequality, this does not mean that every single action a CPP takes must in and of itself demonstrably act to reduce inequality. Section 5 of the 2015 Act recognises this, by providing that a CPP need not comply with the duty to act with a view to reducing inequalities if it considers that it would be inappropriate to do so. This allows CPPs to, for example, undertake measures to support local economic development such as encouraging the growth of business sectors that require highly skilled and highly rewarded employees. It is reasonable to expect that securing such employment contributes to improving outcomes in the area, and can sit within a portfolio of priorities for that CPP which otherwise places a strong emphasis on tackling inequality.

Shared leadership

Summary of Expectations

- Partners demonstrate collective ownership, leadership and strategic direction of community planning.
- Partners use their shared leadership role to ensure the CPP sets an ambitious vision with and for local communities; the CPP involves all partners and resources that can contribute towards delivering on that vision; and that partners deliver on it.
- The CPP is clear about how they work with public service reform programmes (including health and social care integration and community justice reforms).

Why Strong Shared Leadership is needed

37. Shared leadership is needed to ensure collective ownership for effective community planning in an area. Strong shared leadership provides a CPP with a clear strategic direction and stretching ambitions for local communities, and also momentum to drive progress and secure continuous improvement.

Who Shared Leadership Applies to

38. Shared leadership is a corporate responsibility for each partner body. The effectiveness of this depends on the drive and enthusiasm which leaders within partner organisations personally demonstrate to how their organisation engages in community planning. This includes the body's senior management, board members and political leaders.
39. While traditionally community planning has tended to be seen as a council-led exercise in which other bodies participated but did not lead, effective community planning now requires every community planning partner to contribute to strong shared leadership. This includes those partners which participate while not having statutory community planning duties under the 2015 Act (e.g. the Third Sector Interface, community representatives, housing associations and co-operatives).

What Strong Shared Leadership Involves from CPPs

40. Within the CPP, one key feature of strong shared leadership is ensuring it has a [clear vision for local communities](#), built on a strong and up-to-date [understanding of local needs, circumstances and opportunities](#), shaped by effective [community participation](#). Another is to ensure a positive committed response in delivering that vision, in how partners work together and with communities to set and achieve ambitious progress on collaboratively agreed key priorities. This includes their commitment to [prevention](#) and to ensuring sufficient collective [resource](#) is in place to deliver on agreed priorities.

41. CPPs should also ensure they are clear about how community planning can and should add value to, and in turn benefit from, other public service reforms. In particular, CPPs should consider how their work can most effectively work alongside, and gain from, other areas of public service reform including health and social care integration and community justice.
42. CPPs and community planning partners need not limit their focus on collaboration to within their own area. They should consider where there may be opportunities to build connections with neighbouring or other CPP areas, wherever this can support efforts towards improving outcomes or working more efficiently.

What Strong Shared Leadership Requires from Community Planning Partners

43. A community planning partner will demonstrate strong leadership both through how it engages in the work of the CPP, which includes how it uses opportunities that community planning can provide to pursue its own outcome responsibilities, and in how it reflects priorities agreed by the CPP in its own work.
44. The Act imposes statutory duties on community planning partners. Each partner must co-operate with the other partners in carrying out community planning (section 14(2)), and provide such funds, staff and other resources as the CPP decides is appropriate to deliver on its commitments (section 14(3)). Community planning partners must also take account of the agreed LOIP in carrying out its functions (section 14(5)).
45. Each partner should be ambitious and creative in its approach to community planning. It should view community planning as more than a responsibility with which they must comply. Community planning also provides an opportunity to engage with other partners and pool collective [resource](#) in order to drive improvements in outcomes in which they have interests which may be both shared and interdependent, and which can contribute to achievement of the partner's own organisational objectives.
46. In doing so, partners should ensure that their ambition and creativity covers all of their responsibilities which can contribute to, or be supported by, community planning. For instance, community planning can be used to target priorities which can assist NHS Boards in pursuing prevention, anticipation and supported self-management across all their services, in line with Scottish Government's 2020 Vision for healthcare in Scotland. And within local authorities, for instance, housing and local transport services may be relevant to supporting community planning priorities. And the development planning role of planning officers can be important in helping to set a framework for the local infrastructure which can underpin long-term community planning ambitions.

47. The specific contribution of statutory and non-statutory partners to local community planning will depend on the extent to which the CPP's local [priorities](#) reflect the individual body's role and responsibilities. So CPPs should understand the specific contributions that individual partners can make to improving each of its agreed outcomes. This includes engaging with bodies which are not statutory partners and which have previously not been closely involved in community planning, wherever this can add value to delivering one or more of these local outcomes.
48. As a result, a CPP may agree that particular community planning partners need not comply with a duty related to a particular local outcome, or need comply only to the extent as is agreed (section 14(1)). This would most likely arise where the CPP recognised that a particular community planning partner had no relevant contribution to offer to deliver a particular local outcome.
49. Each community planning partner is jointly responsible for fulfilling the ambitions the CPP agrees to. As a result, objective on-going reviews of progress and recalibration of needs and ambitions, with mutual challenge wherever needed, are fundamental elements of effective and proactive shared leadership. CPPs should not view these as simply a function of formal governance.

Some Approaches for Applying Shared Leadership

50. The Christie Commission report highlighted the role of leaders in ensuring the involvement of front-line staff and communities in the transformation of service provision. This requires a sustained personal effort by leaders to shift organisational cultures and operations towards an all-inclusive change agenda. At an operational level this includes proportionate local autonomy and development support where needed for professionals so that they are empowered and supported to work with the local community and across professional boundaries to collaboratively develop local responses.
51. Shared leadership does not apply only to the CPP Board. It should be an approach that is translated locally and reflected in the organisational practices and cultures of community planning partners at all levels of community planning (including strategic, management and operational).
52. A recent report² encapsulates characteristics for effective shared leadership among public sector leaders well. It suggests that the best public sector leaders of the future “will demonstrate a series of new abilities and behaviours that encompass multiple skill sets. They will be adept at connecting people, information and resources to deliver through complex networks. They will operate with a default level of transparency towards their colleagues and citizens, and use social media to engage both continually. Their decisions will be informed by evidence and they will test out their thinking by iterative processes as part of innovation.”

² Deloitte, *The State of the State 2015-16: Recalibrating Government* (p.18)

Governance and accountability

Summary of Expectations

- The CPP understands what effective community planning requires, and the improvement needs for it and its partners.
- The CPP and its partners apply effective challenge and scrutiny in community planning, built on mutual trust, a shared and ambitious commitment to continuous improvement, and a culture that promotes and accepts challenge among partners.
- The CPP organises itself in an effective way, which provides platforms for strong strategic decision-making and action, and effective scrutiny and challenge.
- The CPPs and partners can demonstrate, including to local communities through annual progress reports, how they are working effectively in partnership to improve outcomes as part of how they are held to account.

Why Strong Governance and Accountability is Needed

53. Governance and accountability should provide assurance that community planning in an area is working effectively for the benefit of local communities and in line with statutory duties set out in the 2015 Act.
54. Ensuring community planning is effective is first and foremost the responsibility of the CPP and its partners. It is vital that the CPP takes responsibility for its own [performance](#) and improvement. Can the CPP demonstrate it is making a difference, reducing [inequalities](#) in outcomes, applying [preventative](#) approaches and using its collective [resources](#) to get the maximum benefit for communities? All community planning partners should contribute towards strong [shared leadership](#) which sets an ambitious vision and supporting targets for community planning in the area, and drives progress towards these.

What Strong Governance and Accountability Requires from CPPs and Community Planning Partners

55. Each CPP must put in place administrative structures and operational arrangements which support effective and efficient community planning. How CPPs do this (e.g. with thematic and/or area sub-groups; in how they build locality planning into their arrangements) is for the CPP to decide for themselves.

56. The most effective scrutiny and challenge in community planning is embedded as an integral part of how the CPP conducts its day-to-day business. To make this happen on an on-going basis, all community planning partners need to test and scrutinise progress, and wherever necessary challenge each other, in effective ways which support continuous improvement. This provides accountability by partners to each other within the CPP, and includes challenging each partner on whether and how they are contributing to the CPP's priorities in its LOIP and locality plans.
57. It is for each CPP to determine how to resolve challenges between partners whether they are from public sector, third sector or community bodies. Each CPP should ensure that its structure and operations, including in its assessment of risk, provide the opportunity to air differing views transparently. It should bring together those with appropriate expertise and authority to take actions to resolve these disputes. The CPP should be clear about why the partnership has collaboratively agreed to act in the way it has and articulate this to partners including communities.
58. In any case, community planning partners need to hold and demonstrate the skills and culture that are needed to create effective challenge, within an operating culture in which they can both build and maintain good on-going relations and hold colleagues to account for their respective contributions and performance.
59. Another key aspect of effective governance is the management of risk. The CPP should discuss and agree what potential risks the community and the partnership is exposed to, including failure to improve outcomes and reduce inequalities and develop a risk management strategy to monitor and manage these risks appropriately, including any mitigating actions for each identifiable risk to success.
60. The CPP and its partners should be clear about how effectively they are performing, and identify and address improvement needs. Community body perspectives can be important for informing this understanding of performance. And self-assessments can help CPPs diagnose strengths and improvement needs, and provide a catalyst for further improvement actions.

Specific Statutory Governance Duties

61. Section 13 of the Act places a duty on certain community planning partners (the local authority, NHS board, enterprise body, Police Scotland and SFRS) to take reasonable steps to ensure that the CPP carries out its functions under Part 2 of the Act efficiently and effectively. This duty provides a formal focus on a small group of key and influential partners in the CPP to drive effective community planning. These partners should be able to demonstrate how, individually and together, they fulfil this duty. Nevertheless, the day-to-day practical responsibility to ensure community planning works effectively falls to all community planning partners, and not just those listed in section 13.

62. Each CPP will have a top-level board or committee, which should provide strategic leadership and oversight of how the CPP conducts its business and fulfils its ambitions. In some cases, this Committee will also exercise executive functions. In others, a separate board comprising non-executive members might be established to provide this strategic leadership and oversight.
63. It is up to each CPP to decide how it organises itself. In doing so, it should ensure that its structure provides a place or places for both strategic decision-making involving senior representatives of community planning partners with high levels of authority, and strategic leadership and oversight involving senior figures (those who have the appropriate skills which might include elected members and public body board members) who can hold senior executives to account for how they drive community planning. It should also ensure that everyone involved in community planning is clear about their own respective role and responsibilities.

Accountability to Local Communities

64. The CPP is accountable to communities for the progress it makes towards its community planning ambitions for the local area. Effective [community participation](#) requires the CPP to demonstrate clearly ways in which it has improved local peoples' lives. Section 14(4) makes it clear that each community planning partner must provide such information about local outcomes as the partnership request which includes contributions to the published annual report.
65. Sections 8 and 12 of the 2015 Act require the CPP to publish annual reports which, respectively, describe progress made towards ambitions in their LOIP and locality plans. The annual progress report on the LOIP should also include an assessment of how the CPP has participated with community bodies during the reporting year and how effective that has been in enabling community bodies to shape and influence community planning (s.8(2)(b) refers). CPPs should publish these progress reports within 6 months following the end of the reporting year, providing partners and communities with an assessment of progress that is accurate and current is crucial to secure on-going effective participation. CPPs should ensure these reports are accessible to local communities and straight forward to understand.

Formal Lines of Accountability

66. As well as accountability to each other within the CPP, community planning partners are subject to other formal lines of accountability. These include to their own organisation's board, Scottish Ministers, the Scottish Police Authority (in the case of Police Scotland), the Scottish Fire and Rescue Service Board, or to the communities that elected them (in the case of local authorities).

67. Those who hold public bodies to account, principally elected members and Scottish Government, should test partners on how they are working effectively in partnership and especially through CPPs to improve outcomes and reduce inequalities as part of how they do so. By the same token, organisations' boards, Scottish Ministers, elected Councils, the Scottish Police Authority and Scottish Fire and Rescue Service Board should hold partners to account on these issues within the context of their regional or national remit and responsibilities. The CPP itself should make clear how it is using collective [resources](#) to improve local outcomes and reduce inequalities on its priority themes, as part of how it reports to its local communities.

Specific Statutory Duties to Facilitate Community Planning

68. Section 13 of the Act places a duty on certain community planning partners (the local authority, NHS board, enterprise body, Police Scotland and SFRS) to facilitate community planning. It is for these partners to agree for themselves how this is done. Even where it is agreed that most facilitation functions fall on one partner (as, for instance, local authorities have historically tended to lead this role), responsibility for ensuring the CPP is properly managed and supported falls upon all of the partners listed in section 13.

69. Coordinating and managing partnership working can be complex, given the range of leadership boards, locality or thematic groups, national reform activity and other forums in any given area which either fall within the CPP or affect its work. [Shared leadership](#) is needed to ensure collective ownership of effective community planning and to provide strategic direction for activities.

70. The partners with facilitation duties should decide which local partnership working arrangements are most appropriate for their area. In some cases, for instance, a CPP may choose to delegate and channel its business, including planning, investment and review, to area committees. In all cases, the partners should ensure these arrangements are streamlined as far as possible and aligned with their local improvement priorities.

Understanding of local communities' needs, circumstances and opportunities

Summary of Expectations

- The CPP has a strong understanding of its local areas, including differing needs, circumstances and opportunities for communities (geographical and communities of interest) within its area.
- This understanding is built on appropriate data and evidence from partners and community perspectives flowing from effective community engagement.

Introduction

71. For a CPP to focus its energies on local priorities and understanding the impact of its interventions on local communities, it must have a clear and evidence-based understanding of local needs, circumstances and opportunities. This understanding should capture both the area overall and differing needs and circumstances of communities within its area. This includes both *communities of place* and *communities of interest*.

Developing this Understanding

72. The CPP should be effective in mobilising the knowledge and resources of all relevant local and national agencies to develop this clear understanding of local needs, circumstances and opportunities, underpinned wherever possible by robust and relevant evidence. This evidence may take the form of data and information from community planning partners. It could, for example, draw from work such as a strategic assessment or needs analysis with detailed evidence and data referenced or annexed where appropriate.

73. The CPP should consider a broad range of sources in identifying intelligence to inform its understanding. For example performance information held in Community Profiles being developed by the Improvement Service will allow the CPP to compare outcomes in its area with those elsewhere in Scotland.

74. Intelligence obtained for other purposes (e.g. information held by equality groups pertaining to groups with protected characteristics, local NHS priorities, development planning) can also be relevant in a community planning context. Further, partners should be willing to share data and other intelligence which helps to build that local picture. Likewise partners should consider how understanding of needs, circumstances and opportunities obtained for community planning purposes can be used in other planning contexts (e.g. health and social care integration, community justice and spatial planning).

75. Also important is evidence from [communities](#) themselves. The CPP must use engagement with communities (including the business and third sectors) to establish their perspectives; both of needs and opportunities within the area and how they differ for particular sections of the community. Strong and up-to-date evidence as a result of community engagement and participation is powerful in shaping decision making that improves outcomes and tackles inequalities. The refreshed National Standards for Community Engagement will set out best practice guidance for engagement and participation between communities and agencies delivering public services.
76. Whilst the CPP should consider how it can draw on most suitable evidence from the wealth and variety of information and data available, it should not use the absence of perfect data as a reason not to take action on an issue.

Applying this Understanding

77. The CPP should use its understanding for a number of purposes which flow from statutory duties under sections 4, 5, 6, 9 and 10 of the 2015 Act. In other words, the CPP's understanding should inform its [vision and priorities](#) for the local area and its approach to [tackling inequalities](#) within the area, including those neighbourhoods to be targeted for [locality planning](#). The CPP should be capable of monitoring this understanding over time to drive and demonstrate continuous improvement as part of effective [performance management](#).
78. As part of how they determine how outcomes vary across their area and to understand those localities in which communities experience poorest outcomes (and to comply with section 9(1) of the Act), CPPs should establish what they understand to be localities across their area. How CPPs frame these localities should reflect their understanding of local identity. They may define localities by a formal definition, such as an electoral ward, community council area or postcode district. Alternatively, they may draw locality boundaries based on other factors which influence people's sense of local identity, such as accessibility to schools and other local services, or travel to work areas. In all cases, CPPs should identify localities in accordance with criteria which Scottish Ministers set out in Regulations.
79. While this guidance focuses on how community planning partners within a CPP develop the understanding of local needs, circumstances and aspirations for the purposes of community planning, that same understanding can also be used to inform other plans, including development plans and local transport strategies.

Focus on key priorities

Summary of Expectations

- The CPP uses its understanding of local needs, circumstances and opportunities to establish a clear and ambitious vision for its area and identify local priorities for improvement.
- The CPP is clear about the improvement it wishes to make locally in terms of better outcomes for specific communities, reducing the gap in outcomes between the most and least deprived groups and improving long term sustainability of public service provision
- The LOIP places a clear emphasis on identifying local priorities which focus on how the CPP will add most value as a partnership to improve outcomes and tackle inequalities, and the CPP targets activities around these priorities.

Applying this Principle

80. Community planning is not expected to be a place from where all public sector activity for a local area is co-ordinated and steered. Its focus should be on where the collective efforts of community planning partners and communities can add most value in improving local outcomes and tackling inequalities and where problems that need addressed are cross-cutting.
81. Community planning partners should consider where there may be scope to align their CPP planning activities with other existing planning cycles, structures and frameworks to facilitate a streamlined approach which best addresses local community needs, circumstances and opportunities to increase the efficient use of finite resources and reduce potential duplication.
82. Each CPP should translate its understanding of local needs, circumstances and opportunities to establish a clear and ambitious vision for what improvements in outcomes and reductions in inequalities it wants to ensure for its area. The CPP will then translate this vision into a LOIP which provides a clear and unambiguous expression of jointly prioritised outcomes and of what will be different for communities over short, medium and long terms as a result of partners' improvement actions. Section 6(1) and (2) of the 2015 Act sets out what must go in a LOIP. Framing this vision and ensuring its delivery should be an on-going focus for strong shared leadership by community planning partners.
83. In setting and implementing its vision, the CPP should focus partners' collective energy on where their efforts can add most value for their communities, with particular emphasis on tackling inequalities. This collective response should recognise that multiple and cumulative negative outcomes tend to befall the same communities; that the reasons for these negative outcomes can be complex and inter-linked, and that co-ordinated collective responses are therefore likely to be most successful in overcoming these.

84. A CPP is likely to find that it can make best impact by concentrating its ambitions and efforts on a small number of these complex and deep-rooted challenges, rather than a wide range of outcomes. In framing its ambition on this response, the CPP should consider what steps it can take which will support the long term sustainability of public service provision. In particular they should recognise the high costs which partners typically will already incur in providing the crisis services required to deal with the impact of negative outcomes, and which an effective response could moderate.
85. That collective response should also reflect, and wherever reasonably possible take advantage of, assets already available in local communities on which action can be built. These might, for instance, relate to physical assets (such as school or library buildings) that communities can use. Community cohesion, in forms such as civic identity and strong sense of mutual care and responsibility among fellow citizens - can in itself be a strong asset, and a valuable foundation for further interventions by public services or with communities themselves.
86. The CPP has both the power and responsibility to make choices as to where it prioritises its efforts. So, for instance, it need not feel compelled to act to ensure improvement or steady state against every outcome affecting local communities, provided it can justify why it is focusing its energies on other priorities. However, it must be transparent to local communities about the priorities it sets (which it will do through its LOIP and where it undertakes locality planning).
87. The CPP and community planning partners should consider opportunities to use the distinctive purposes and contributions of the LOIP and other plans, such as local development plans and local transport strategies, in order to provide an aligned and complementary approach to pursuing shared local priorities.

Focus on prevention

Summary of Expectations

- The CPP and partners plan prevention and early intervention approaches as core activities which help people and communities to thrive and contribute to addressing poor outcomes and supporting long term sustainability of public service provision.
- The CPP places strong emphasis on preventative measures to achieve ambitious long term improvement goals on the local outcomes it prioritises.
- CPP partners provide resources required to support preventative measures to the scale required to fulfil these ambitions.
- The CPP works with local communities and uses a close understanding of local needs, circumstances and opportunities to design services and focus resources to where it has greatest preventative benefit.

Introduction

88. Prevention encapsulates actions which prevent problems and ease future demand on services by intervening early. Evidence presented to the Christie Commission³ estimated that around 40% of local public service spending in Scotland is focused on meeting 'failure demand', that is short-term spending that is the result of a failure to respond effectively to a need when it first arises. A preventative system is centred around, and is responsive to, what people value through every life stage. Those who design or deliver public services are always aiming to reduce or eliminate the need for future interventions and asking: "*how can we act earlier?*"

89. Effective preventative and early intervention approaches, which can moderate future demand for crisis intervention services, are therefore essential and integral to community planning: to improve outcomes for all; to reduce inequalities and ensure fair life chances for all, and to maintain the financial sustainability of local public services. They are particularly relevant to addressing local priorities agreed by the CPP to tackle outcome inequalities.

Applying this Principle

90. Preventative and early intervention approaches can take a number of forms. In a community planning context, these approaches are most likely to be targeted towards at risk groups (as opposed to *universal prevention* which is directed towards the whole population).

³ Report of the Commission on the Future Delivery of Public Services, 2011

91. At its earliest stage (sometimes called *primary* or *targeted prevention*), the purpose of preventative action is to reverse a trend before a potentially negative outcome takes hold. *Early intervention* action (sometimes called *secondary prevention*) involves targeted action towards high risk individuals or households, to deal with emerging concerns before they trigger a crisis response. Both of these types of intervention are designed to reduce the likelihood of high risk individuals and households requiring the intervention of crisis services.
92. Preventative activity can also be directed towards pulling individuals, households and communities out of a crisis setting. So-called *recovery-based prevention* focuses on building the assets and strengths that already exist in people and communities, in order to help them achieve positive outcomes. Targeted employability support and re-integration of former offenders into the community are examples of recovery-based prevention activity.

Planning for Prevention

93. Effective preventative approaches start with a shared recognition by CPP partners about which individuals, households or communities experience particularly poor outcomes; together with the nature and cost of crisis intervention services for which they have responsibility, and an understanding of factors which can moderate demand for these. It is by directing action and aligning [resources](#) to moderate this demand that CPP partners can most effectively pursue prevention.
94. CPPs should recognise the role that communities can perform in primary prevention. Their input, based on their [understanding of local needs, circumstances and opportunities](#), can help focus public sector resource to where it has greatest preventative benefit. Communities can also provide an important part of the response, through co-production of local preventative activity.
95. Strong [shared leadership](#), including mutual trust, is a prerequisite for effective prevention. Partners should recognise the likely demands on public services and human lives without this intervention.
96. A decisive shift towards prevention and early intervention requires CPP partners to agree shared strategic ambitions, followed by clear and on-going commitment to implement these. This can be challenging to fulfil and maintain, not least to find resource (e.g. budgets, staff, knowledge, buildings and community capacity), to direct towards prevention in the face of tightening resources and competing demands, including for crisis intervention services – when the returns from investment in prevention may take several years to become evident.
97. For example, preventative action which moderates future demand for one CPP partner's crisis intervention services may require investment by another partner. In these cases, strong collective leadership may be needed to drive the CPP's strategic ambitions, with mutual trust and honesty among partners to work through how investments in preventative activity should be resourced.

98. CPPs may choose to take forward preventative approaches by testing pilot projects and new models of service delivery. This can provide an effective way of taking forward prevention, provided there is commitment to testing the pilots, with further development of model and scaling up of effective projects.

Resourcing improvement

Summary of Expectations

- The CPP and its partners understand how their collective resources are supporting shared local priorities, and whether together these are sufficient and the right resources to enable the CPP to meet its improvement targets.
- Partners demonstrate strong shared leadership by working with other bodies to use collective resources in more effective and efficient ways to improve outcomes and reduce inequalities.
- Partners deploy sufficient resource to meet agreed ambitions for the CPP's local priorities.
- Partners align their collective resources in ways which support its local priorities effectively and efficiently.
- The CPP and its partners keep under review whether partners' deployment of resources remains appropriate for meeting its ambitions, and take corrective action where necessary.

Introduction

99. Making the most effective use of public service resources to improve outcomes and tackle inequalities depends on more than how public sector bodies use their own resources. It requires bodies collectively to provide sufficient resource to meet agreed ambitious improvement targets for the themes they prioritise for improvement.

100. It also requires partners in the CPP to target collective resources effectively and efficiently towards these priorities, including by eliminating gaps and duplications in service cover. This is particularly true for helping those communities experiencing deep-rooted and multi-faceted inequalities of outcomes, towards whom numerous public sector bodies direct significant resource.

Applying this Principle

101. Strong [shared leadership](#) is important to effective and efficient resourcing. Each community planning partner should be clear about which communities experience poorer outcomes which it has responsibility for improving. It should also ensure it understands what factors contribute to these inequalities.

102. Each community planning partner should use this understanding to identify opportunities to work proactively with other partners to use collective resources in ways which deliver mutual benefits, by fulfilling their own business requirements in ways which deliver improved outcomes on shared local priorities for CPPs.

103. Shared leadership is also important in the CPP setting, so that partners collectively are clear and ambitious about how they resource expected improvements to their local priorities, and about getting the best returns from these investments.
104. Once a CPP has [agreed its priorities](#) for improving local outcomes and tackling inequalities, each of which has ambitious improvement targets, it needs to work through how to fulfil each of these ambitions, what resource is likely to be needed, how it should be deployed, and what form this resource should take. In this context, "resource" has a broad meaning, including people and physical assets as well as finances.
105. In most cases, this consideration is likely to start with the CPP understanding and keeping under review how its partners are contributing to each of its local priorities. As a minimum, the CPP should build up this understanding as a broad picture, by identifying what the most significant resource contributions from each partner are towards each of its ambitions.
106. The CPP should use this understanding to work through whether collective resources are being used as effectively and efficiently as possible to support its priorities, and whether the quantum and make-up of that resource remains likely to be appropriate for meeting the CPP's agreed ambitions.
107. Partners should also align their community participation activity to reduce potential resource wastage, reduce engagement fatigue amongst communities and provide a more efficient use of community as well as public partner resource. So, for instance, what is the scope for investing in preventative activity? Might alternative delivery models be more effective? Are there opportunities to invest in building community capacity and co-production?
108. The CPP needs to agree which partners provide these resources, including any redirection of resource from elsewhere if it considers this necessary to meet its agreed ambitions. Section 14(3) of the 2015 Act places a duty on community planning partners to contribute such resources as the CPP agrees in order to deliver its ambitions.
109. As a general expectation, partners should contribute resource for each priority in line with the extent to which their organisation has responsibility for improving outcomes covered by that priority. This should include investment in [prevention](#) wherever this is appropriate. These decisions may require strong shared leadership, when the returns from investment in prevention may take several years to become evident and which may be difficult to apportion to individual partner contributions.
110. Community planning partners should recognise the impact of actions by other organisations on future demand for services they provide. So a partner should be willing to invest in preventative activity by other partners in order to moderate future demand for its own crisis intervention services; and indeed should seek opportunities to pursue this.

111. The CPP should take appropriate steps to assure itself that the ambitions it has agreed can and will be met. It should use active and on-going performance management which tests progress towards its priority outcomes, to review whether partners' deployment of resources remains appropriate for meeting its ambitions. It should act on this review, agreeing changes to how partners allocate and use resources where necessary.
112. Where a community planning partner is unable or no longer able to meet collaboratively agreed resource delivery requirements whether as a result of changing external factors or circumstances out with its control (e.g. flooding; major developments for the local economy) then it should explain the change and impact on their resource contribution to the partnership. The CPP can then decide whether any changes are required to how they take forward their agreed priority. This is in keeping with section 7(2) which imposes a duty on the CPP to keep the LOIP under review and where appropriate revise it.

Effective performance management

Summary of Expectations

- The CPP has a deep-rooted commitment to continuous improvement.
- The CPP has effective processes and skills to understand and scrutinise performance.
- The CPP acts wherever appropriate to improve performance in light of this understanding and scrutiny.

Introduction

113. Continuous improvement in performance is as relevant and important for a partnership like a CPP as it is for an individual organisation. The Best Value duties to which statutory community planning partners are subject in how they conduct their business are equally relevant in the community planning context.

114. Effective performance management provides evidence about the current state of service provision, so that partners understand the needs and circumstances of the local area, monitors improvements made and supports the determination of whether existing priorities agreed by the CPP remain valid. Effective performance management should provide assurance on whether and how quickly outcomes are improving and stimulate corrective action where required to address underperformance. It should support a culture within which partners hold each other to account for their contribution to improving outcomes, and assist them to demonstrate how they are making a difference.

Applying this Principle

115. Effective performance management requires both the right cultures to operate across the CPP, in terms of a deep-rooted commitment to on-going improvement, and effective processes, skills and authority to understand performance and act appropriately on that understanding. Performance management should be embedded as an integral and on-going part of how community planning in an area works. It is therefore the responsibility of all community planning partners (and not just those partners with specific governance duties under section 13 of the 2015 Act).

116. As a matter of culture, each community planning partner is expected to demonstrate Best Value in how it fulfils its own organisational objectives. It should likewise deploy these expectations to a partnership setting in the CPP, so the partnership can establish and maintain a strong track record for delivering on its ambitions.

117. This requires strong [shared leadership](#) by senior managers, board members and political leaders to reinforce the importance of effective performance management as a fundamental aspect of how the CPP works to improve outcomes for and with local communities. Characteristics they should display include having a clear understanding of progress made; recognising achievements; driving efforts to improve performance; learning lessons from good and under-performance in shaping future actions, and taking steps to moderate risks to future performance.
118. The CPP needs to have in place arrangements which enable it to understand how it is performing and impact on local communities. The performance management frameworks which operate within a CPP should include a blend of performance evidence which improves understanding of the specific added value of the partnership, how the partnership is contributing to improving local outcomes and reducing inequalities and what the contribution of individual partners is to the locally agreed priorities.
119. Performance information should use a portfolio of evidence which combines data on local outcomes and service performance with experiences of local communities and service users. This includes how well local people feel they are involved in local decision making and how the CPP will identify improvements in specific communities that might be masked in data that covers the whole CPP area.
120. Relying solely on an annual progress report to describe actions undertaken to stimulate positive change and tackle inequalities may not be suited to all parts of the community. CPPs should as part of their duties to set out the extent to which participation with communities has been effective in enabling community bodies to contribute to community planning, understand how and whether their reports meet the requirements of their communities. CPPs should consider a suitable range of alternate means to describe what they have done and what difference it has made to peoples' lives.
121. CPPs should use performance and other information to review and report on their assessment of whether progress has been made in improving local outcomes in both their LOIP and in locality plans. It should also inform the assessment in their LOIP report of the extent to which their efforts to secure participation has been effective in enabling community bodies and communities to contribute throughout community planning. And it should drive and inform continuous improvement in community planning.
122. Each CPP will need to determine which performance data it should monitor, aligned to its own local priorities. As a result, the nature of data used for performance management and how they are used will vary from one CPP area to another, depending on where each focusing its efforts. Even so, nationally collected performance information should often be valuable to CPPs, supplemented by local evidence where appropriate. Each community planning partner should consider what information it holds which might be helpful to the CPP, and share that in line with the duty in section 14(4) of the Act.

123. Since the focus of community planning is to improve local outcomes, performance management frameworks should similarly have an emphasis on understanding progress in terms of outcomes. Even so, the CPP may consider it appropriate to supplement this with other information, including input and output data and qualitative evidence. This can be particularly useful to help CPPs understand on a close to real-time basis if they are likely to be on track to meet their medium to long-term outcome ambitions.
124. The CPP will need to be able to analyse performance information and use that understanding to inform follow-up actions. So each CPP should ensure its structure and operations provide the forums where there is both the expertise to interpret performance information and the authority to act on it. This might include taking mitigating action where necessary to address risks to ambitions, for example by redirecting additional resource to a priority outcome. It also includes understanding what is working well in terms of service redesign and interventions to achieve improvements in outcomes for its most disadvantaged communities, and where corrective steps may be required. And there should be both the authority and expectation that partners will challenge each other on their respective contributions to CPP priorities where necessary.

B: SPECIFIC GUIDANCE ON STATUTORY PLANS

Local outcomes improvement plans

Purpose

125. Section 6(1) of the 2015 Act requires each CPP to produce and publish a Local Outcomes Improvement Plan (LOIP). The LOIP is a key element in the delivery of public service reform at local level. It provides a vision and focus, based on agreed local [priorities](#), towards which CPPs and community planning partners ensure pace of change and decisiveness in impact for communities; develop new and different ways of working and behaviour; take a more systematic and collaborative approach to performance improvement; and apply strong [governance, accountability](#) and operating arrangements. In all of this, the LOIP provides a shared and explicit plan for local communities in each CPP area, which binds its signatories.
126. The LOIP also provides the focal point for the issues on which the CPP and partners account publicly to local communities for community planning in their area, in accordance with section 8 of the 2015 Act. This includes on their understanding of local needs, circumstances and aspirations; which themes they prioritise and why; how ambitious and realistic their aspirations are; their impact in meeting these aspirations, and how they involve community bodies in their work.

Content

127. Each new LOIP must demonstrate a clear, evidence-based and robust strong [understanding of local needs, circumstances and aspirations](#) of its local communities (section 6(2) of the 2015 Act refers). This should demonstrate understanding of how these needs, circumstances and aspirations vary for different places and population groups in its area. As part of this demonstration of understanding, the CPP should set out in the LOIP which communities in its area (geographical communities and/or communities of interest) experience significantly poorer outcomes, relative to other communities either in the CPP area or in Scotland overall. It should also outline how [participation](#) with local communities and the business and third sectors has helped to develop and influence this understanding.
128. The LOIP should then translate that understanding of local needs, circumstances and aspirations into a genuine plan which reflects the CPP's priorities for improving outcomes and tackling inequalities in their area. The LOIP should set out clear and agreed [priorities](#) for improving local outcomes and on [tackling inequalities](#), and demonstrate a robust link between these and the CPP's understanding of local needs, circumstances and aspirations. It should show how each local outcome relates to one or more of the National Outcomes, in line with section 4(4) of the 2015 Act.

129. The LOIP should state clearly and specifically what will be different for communities as long-term outcomes in 10 years; and the contributory outcomes, indicators and targets by which progress towards these will be demonstrated over the short (1 year) and medium (3 years) terms. These short-, medium- and long-term outcomes and targets should be both ambitious and realistic.
130. In order to provide assurance that these outcomes and targets are both ambitious and realistic, the CPP should set out what steps will be undertaken over the medium term, either in the LOIP or in publicly accessible supporting documentation. This information should show how CPP partners are deploying [resources](#) in support of the agreed outcomes, especially in ways which promote [prevention](#), the reduction of inequalities, and the building of community capacity.

Engagement with Community Bodies

131. The LOIP should be clearly based on active participation by communities and community bodies. Section 6(3) of the 2015 Act requires the CPP to consult both such community bodies, and such other persons, as it considers appropriate in preparing its LOIP. Consultation on the draft LOIP is a specific duty for the CPP. It does not replace the broader duty on the CPP regarding securing the [participation](#) of community bodies beforehand (section 4(6)(b) refers) (such as in informing and influencing the CPP's understanding of local, needs and aspirations; which outcomes the CPP should prioritise; and how partners should direct resources in support of proposed ambitions in the draft locality plan).
132. The CPP should define as appropriate for consultation any community body which it considers can contribute to community planning. Communities in this context can include residents or businesses located in the area. It should include in particular those community bodies which can represent the interests of persons in the CPP area who experience inequalities of outcome which result from socio-economic disadvantage. These persons may reflect communities of place and/or of interest.
133. The CPP may choose to consult local communities directly. In this case, it should consider what steps might be valuable in helping to secure participation in the consultation from those sections of the local population who experience inequalities of outcome which result from socio-economic disadvantage.
134. The CPP can choose, if it so wishes, to include other bodies in its consultation. These might for instance include other public sector bodies which are not statutory community planning partners. Which bodies the CPP includes, if any, are for it to decide.
135. Having undertaken the consultation, the CPP should analyse the feedback and take account of it, to the extent that the CPP considers appropriate, in finalising its LOIP.

Signing Off

136. Each CPP should have its LOIP in place and signed off for 1 October 2017. This deadline reflects the significant preparatory work involved in developing and testing the plan, including to secure the effective participation of communities.
137. The LOIP is a shared expression of ambitions and related commitments for communities in the CPP area. So every community planning partner listed in Schedule 1 and the relevant local authority whose responsibilities include the CPP area should agree its content. The CPP may choose to include other bodies as signatories, for instance the local TSI, community or representative groups or public sector bodies which are not already statutory partners. Since the LOIP is an expression of commitments on local priorities, the separate signature of Scottish Ministers is not required.
138. By agreeing the LOIP, statutory partners are jointly responsible for ensuring the CPP delivers on commitments in the plan. They are also individually responsible for how they act as partners to help ensure that these commitments are fulfilled. The CPP can agree that other signatories can also be jointly and individually responsible for its delivery, if the plan makes this clear.

Reviewing and Updating Plan

139. The CPP must ensure that its LOIP remains up-to-date and appropriate for delivering improvement on themes which reflect local needs, circumstances and aspirations. Section 7(2) of the 2015 Act requires the CPP to review the LOIP from time to time. The CPP may then revise the LOIP, where it considers this appropriate.
140. Each CPP should interpret this section as if it also applies to their Single Outcome Agreement (SOA) ahead of the commencement of Part 2 of the 2015 Act. As a result, the CPP should consider whether their existing SOA meets the statutory requirements and expectations in guidance for LOIPs. If the CPP is satisfied that the content of the SOA and the way in which it has been developed fully meet these requirements and expectations, then it may adopt the current SOA as its new LOIP. In this case, the CPP's statutory partners should sign off the current SOA as the new LOIP.
141. In other cases, however, the CPP should replace or revise the SOA. In doing so, the CPP should take such steps as it considers appropriate to ensure it has an up-to-date LOIP which fulfils the requirements of the 2015 Act and expectations for LOIPs in this guidance.

Locality plans

Purpose

142. The 2015 Act places specific duties on CPPs, the relevant local authority and community planning partners listed in Schedule 1 around locality planning. There are two main reasons for these provisions. The first is that working within a locality or neighbourhood enables CPPs and their partners to [tackle inequalities](#) for communities facing disadvantage in particularly well targeted and effective ways. The second is that it is often easiest for community bodies to [participate](#) in community planning at locality or neighbourhood level, where it can have most relevance to their lives and circumstances.
143. Locality planning alone is unlikely to be enough to fulfil the duty on CPPs under section 5 of the 2015 Act, to act with a view to reducing inequalities of outcome which result from socio-economic disadvantage. The CPP may want to target support for disadvantaged neighbourhoods in other ways too. The CPP should also fulfil this duty for those communities which are not neighbourhoods, where they experience disadvantage on outcomes. This includes communities of interest, (e.g. young people leaving care; vulnerable adults; those with protected characteristics such as disabled people; or people from black and minority ethnic communities.) and specific households facing particular disadvantage.
144. The CPP may also choose to apply locality planning approaches to other or all neighbourhoods in their area (section 10(2) refers). This can for instance be an effective ways of involving local communities in identifying local priorities, and in shaping and delivering responses to these. Lessons learned from asset based approaches involving the local community in one locality area may provide useful insights for other localities.

Identifying Localities

145. The CPP should use its [understanding of local needs, circumstances and opportunities](#) to identify those localities for which it should undertake locality planning (section 9(3) and (4) refer). While the nature of inequality may vary from one CPP area to another, there is in every area some variation in the outcomes experienced by different communities.
146. It is for the CPP to decide which neighbourhoods should be subject to locality planning. However, each CPP should undertake some. And where a CPP has several localities in which communities experience significantly poorer outcomes than either the rest of the CPP area or Scotland as a whole, then it must undertake locality planning for each of these.
147. It is for the CPP to map localities for the purpose of locality planning. Each locality area must conform with criteria set in regulations.

148. Beyond that, the CPP can determine locality boundaries for itself, provided it does so in a way which ensures that the locality area constitutes a natural community. For these purposes a natural community will reflect a sense of local community identity and promote community cohesion, as these can be important factors for encouraging communities to participate in locality planning
149. While it is for the CPP to put in place suitable administrative structures, these structures need not mirror the boundaries of the locality planning areas identified, provided the CPP direct their actions to improve outcomes and address inequalities more locally at a level consistent with the criteria in the regulation.
150. The CPP may choose to do this through use of formal boundaries (e.g. electoral ward area; community council area; postcode district). Or it may take account of other factors which can influence local civic identity and attachment (e.g. school catchment areas; accessibility to GP practices and other local services; local travel to work areas).
151. In practice, we expect CPPs will often identify small communities (with populations of fewer than 10,000 residents) as localities for the purposes of locality planning. Localities of this size will often be more effective in encouraging community participation in locality planning, and in enabling plans and actions to be targeted closely to distinctive local needs and circumstances.
152. Provided other criteria are satisfied, the localities may, but need not, be the same as localities in the CPP area which are identified for the purposes of health and social care integration under the Public Bodies (Joint Working) (Scotland) Act 2014.

Content

153. A locality plan under section 10(1) of the Act is a plan to improve outcomes in that locality. Because this locality has been identified because it contains communities who experience significant inequalities of outcome from socio-economic disadvantage, the starting point for the plan should be about how outcomes can be improved so as to reduce these inequalities.
154. Each locality plan under section 10(1) should demonstrate a clear, evidence-based and robust understanding of needs, circumstances and aspirations of communities in the locality. The plan should then translate that understanding of local needs, circumstances and aspirations into a genuine plan which reflects the CPP and community's shared priorities for improving outcomes and tackling inequalities in their area. Its content should reflect the perspectives and ambitions of local communities and the business and third sectors.

155. The plan should set out clear priorities for improving local outcomes and tackling inequalities, agreed by the CPP and community. It should make clear what will be different for communities as long-term outcomes in 10 years; and the contributory outcomes, indicators and targets by which progress towards these will be demonstrated over the short (1 year) and medium (3 years) terms. These short-, medium- and long-term outcomes and targets should be both ambitious and realistic.
156. The CPP should set out which actions will be undertaken over the short- and medium-terms, agreed by it and the community, either in the locality plan or in publicly accessible supporting documentation. This information should show how CPP partners are deploying [resources](#) in support of the agreed outcomes, especially in ways which promote [prevention](#), the reduction of inequalities, and the building of community capacity.

Engagement with Community Bodies

157. Section 10(4) of the 2015 Act requires the CPP to consult both such community bodies, and such other persons, as it considers appropriate in preparing its locality plan. Consultation on the draft plan is a specific duty for the CPP. It does not replace the broader duty on the CPP regarding securing the participation of community bodies (section 4(6)(b) refers) (such as in informing and influencing the CPP's understanding of local, needs and aspirations; which outcomes the CPP should prioritise; and how partners should direct resources in support of proposed ambitions in the draft locality plan).
158. The CPP should define as appropriate for consultation any community body which it considers can contribute to community planning, as it does for consultation on its LOIP. It should also consider consulting directly with communities.
159. Having undertaken the consultation, the CPP should analyse the feedback and take account of it, to the extent that the CPP considers appropriate, in finalising its locality plan (section 10(5) refers).

Signing Off

160. Each CPP should have its mandatory locality plan(s) in place and signed off for 1 October 2017. This deadline reflects the significant preparatory work involved in developing and testing the plan, including to secure the effective participation of communities.

161. The locality plan is a shared expression of ambitions and related commitments for communities in the identified locality. So every community planning partner listed in Schedule 1 and the relevant local authority whose responsibilities include the CPP area should agree its content. The CPP may choose to include other bodies as signatories, for instance the local Third Sector Interface, community or representative groups or public sector bodies which are not already statutory partners. The separate signature of Scottish Ministers is not required.
162. By agreeing the locality plan, statutory partners are jointly responsible for ensuring the CPP delivers on commitments in the plan. They are also individually responsible for how they act as partners to help ensure that these commitments are fulfilled. The CPP can agree that other signatories can also be jointly and individually responsible for its delivery, if the plan makes this clear.

Reviewing and Updating Plan

163. The CPP must ensure that its locality plans remain up-to-date and appropriate for delivering improvement on themes which reflect local needs, circumstances and aspirations. Section 11(2) of the 2015 Act requires the CPP to review the plan from time to time, which it should do with close involvement with relevant community bodies. The CPP may then revise the locality plan, where it and the community bodies consider this appropriate.

Regulation

164. The proposed regulation in respect of locality plans focuses on population as the sole basis for determining a locality, with the guidance making it clear that each CPP should use their local understanding of needs, circumstances and opportunities to determine their localities.
165. Each community planning partnership must divide the area of the local authority into smaller areas, section 9(1). The smaller areas must be of such type or description as may be specified by Scottish Ministers by regulation, section 9(2). Each CPP is to identify each geographic locality in their area where persons experience significantly poorer outcomes than those experienced elsewhere in other localities within that area or generally by people section 9(3).
166. The proposed draft regulation is enclosed in the pages immediately following.

2016 No.

COMMUNITY EMPOWERMENT

**The Community Planning (Locality Planning) (Scotland) Regulations
2016**

Made - - - - - ***
Laid before the Scottish Parliament ***
Coming into force - - - - - ***

The Scottish Ministers make the following Regulations in exercise of the powers conferred by section 9(2) of the Community Empowerment (Scotland) Act 2015⁽⁴⁾ and all other powers enabling them to do so.

Citation and commencement

1. These Regulations may be cited as the Community Planning (Locality Planning) (Scotland) Regulations 2016 and come into force on [].

Localities

2.—(1) For the purposes of section 9(2) of the Community Empowerment (Scotland) Act 2015 a locality must be—

- (a) an electoral ward; or
- (b) a geographic area with a population which does not exceed 30,000.

(2) In this regulation “electoral ward” has the meaning given by [section 1](#) of the [Local Governance \(Scotland\) Act 2004](#)⁽⁵⁾.

[Authorised to sign by the Scottish Ministers]

St Andrew’s House,
Edinburgh
[]

⁽⁴⁾ 2015 asp 6.
⁽⁵⁾ 2004 asp 9.

EXPLANATORY NOTE

(This note is not part of the Regulations)

These Regulations describe the localities into which community planning partnerships must divide local authority areas for the purpose of carrying out locality planning.

C: GUIDANCE ON OTHER PROVISIONS IN PART 2 OF THE ACT

Others

Duties on Scottish Ministers to Promote Community Planning

167. The duty under section 16 requires Scottish Ministers to promote community planning when they are carrying out any of their functions which might affect either community planning or a community planning partner as per section 16 of the Act. Ministers and Scottish Government officials will promote community planning in a range of contexts. These include in pursuing Public Service Reform; as part of related policy development work; and in engaging with community planning community planning partners which report to Ministers.

Establishment of Corporate Bodies

168. Section 17 of the 2015 Act sets out the circumstances in which a CPP may trigger a Ministerial order-making power to establish the partnership as a legally distinct corporate body.

169. The provision recognises that CPPs may wish to innovate and develop their collaborative working relationships and arrangements. The CPP may also wish to set itself up as a corporate body so it can hold its own budget, employ its own staff and own its own buildings.

170. Section 17 allows a CPP the opportunity to seek agreement to be established as a distinct legal entity, independent from any one partner. To be valid, the application must be made jointly by each of the partners in the CPP that are listed in section 13(2). These partners are subject to a shared responsibility to take reasonable steps to ensure the CPP carries out its functions effectively and efficiently. The application must specify the functions to be undertaken by the corporate body, details of any consultation undertaken and the outcome of that consultation.

171. Scottish Ministers will consider any valid joint application received. They may then, if they so wish, make regulations which establish the CPP as a body corporate. In considering an application, Ministers will want to take account of a number of factors, including governance of the incorporated body and the impact on how other community planning partners undertake community planning and otherwise fulfil their functions. Any regulations made by Ministers will be subject to scrutiny and approval by the Scottish Parliament.

D: LINKS TO OTHER RELEVANT LEGISLATION, STRATEGIES AND SUPPORTING DOCUMENTATION

Community [Empowerment](#) and Engagement – the Community Empowerment (Scotland) Act 2015, and easy read of the Bill Policy Memorandum

The Local Government in Scotland Act 2003 [part 2 community planning](#), [explanatory notes](#) and [guidance](#)

[Community planning advice notes](#) (Advice supporting the 2003 Act re amongst other things, partnership models and structures, partnership working, community engagement, performance management)

[Scotland Performs](#) measures and reports on progress of government in Scotland in creating a more successful country, with opportunities for all to flourish through increasing sustainable economic growth. Scotland Performs identified seven targets which are supported by 16 national outcomes.

[Commission on the Future Delivery of Public Services](#) (2011)

[Review of Community Planning and Single Outcome Agreements – Statement of Ambition](#) (March 2012)

[Best Value guidance](#) (includes Best Value themes for public bodies re vision and leadership, effective partnerships, governance and accountability, resource use and performance management)

[Scottish Public Finance Manual](#) (provides guidance to the Scottish Government and other relevant bodies on the proper handling and reporting of public funds. It sets out the relevant statutory, parliamentary and administrative requirements, emphasises the need for economy, efficiency and effectiveness, and promotes good practice and high standards of propriety.)

[Equality Act 2010](#) and [Public Sector Equality Scotland Specific Duties](#) regulations introduced in 2012 provide detail about the equality considerations relevant to public bodies.

[Agreement on joint working on community planning and resourcing](#) (Single Outcome Agreement as focal point for collaboratively agreed community planning and deployment of resource)

[Improvement Service – CPP Self Assessment](#) (links to governance and accountability, use of evidence and resources, community engagement, performance management and communication)

[NCPG letter– next steps – May 2012](#) (Strengthening duties and accountability providing information re partnership working and resource sharing)

[NCPG Letter – July 2014](#) - (Outlines key principles and focus on small number of priorities to gain traction and address greatest need.)

CPP Audit

[The role of community planning partnerships in economic development](#) – November 2011, survey of 32 CPPs to assess whether CPPs have made a difference to local communities.

[Audit Scotland – improving community planning in Scotland](#) – March 2013, drawing on audits of 3 CPPs, to provide a contribution to how community planning can be improved.

[Community planning - Turning ambition into action](#) – November 2014 based on 5 further CPP audits, this provides an assessment of local and national progress.

Other Relevant National Strategies and supporting documentation, etc.

[Strategic Guidance for CPPs: Community Learning and Development](#) (2011)

The [Health and Social Care Integration](#) site gives more information about this major reform. Integration Joint Boards are named partners in community planning.

The [Public Bodies \(Joint Working\) \(Scotland\) Act 2014](#) allows health boards and local authorities to integrate health and social care services in the area of the local authority.

Supporting materials to assist Community Planning Partnerships

[National Standards for Community Engagement](#) - are good practice principles designed to support and inform the process of community engagement, and improve what happens as a result

[Place Standard](#) – tool which provides a framework to structure conversations about the physical as well as social aspects of place

[Third Sector Interface Community Planning Improvement Programme](#) (Improvement programme to amongst other things, support improved effectiveness of TSIs in Community planning; support understanding and impact of sector in community development)

[West Lothian engaging communities toolkit](#) (Example of how one CPP have taken forward engagement)

[CPP Support](#) - this portal includes links to online tools and information provided by national improvement agencies (including Education Scotland, Improvement Service, NHS Health Scotland and NHS National Services Scotland) and national programmes (Workforce Scotland) to support CPPs and others to share innovative and interesting practice, learning, developments. This includes the contact details of who to speak to from the national improvement agencies if you would like to access tailored consultancy and facilitation support for your CPP.

Examples of other supports to CPPs

[CPP Self Assessment](#) – targeted support for self-assessment and improvement planning in CPPs.

[CPP outcomes profile](#) Tool to help CPPs assess if the life of their community is improving over time, interpret what is happening and why and prioritise what they are going to do about it.

[CPP Board Member Guidance](#) – to help understand expectations for community planning, roles, responsibilities, skills and behaviours required.

Data analysis tools(examples)

[Community profiler](#) – designed to analyse change in outcomes for the most and least deprived communities across Scotland over time.

[Viewstat](#) – displays data on a map from over 600 indicators, including health, education, safety, economic participation, housing and income.

[Welfare Reform Dashboard](#) – provides data on welfare reform by council and neighbourhood area.

Case Studies

[What Works Scotland](#) - to support effective public service delivery in Scotland enhancing learning, comparison and sharing. 4 Case study areas focus on: 1. Community planning, health and social care integration, road safety and prevention. 2. Vulnerable children and school, community and family hubs. 3. Place based initiative, poverty. 4. Neighbourhood and inequalities.



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