

Corporate Policy and Strategy Committee

Tuesday 14 June 2016; 1000 hrs

Locality Working – Progress Report

Item number 7.4

Report number

Executive/routine

Wards

Executive summary

This report provides the Corporate Policy and Strategy Committee with an update on the implementation of locality working. This work is key to the Council's Transformation Programme, the updated Strategic Planning Framework and Edinburgh Partnership activity. Importantly, it also describes a range of new opportunities for elected members, citizens and communities to engage, support and scrutinise localities working.

Links

Coalition pledges All

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Locality Working – Progress Report

Recommendations

- 1.1 To note the good progress with regard to locality working, and the enhanced opportunities for elected members and citizens to engage with, support and scrutinise locality working through Neighbourhood Partnerships, the Communities and Neighbourhoods Committee and the Edinburgh Partnership Board.
- 1.2 Note the establishment of the Locality Leadership Teams and their role in providing better strategic support to local partnership activity.
- 1.3 Note the legal requirement, under the Community Empowerment (Scotland) Act 2015, to define localities and develop Locality Improvement Plans, and the role of neighbourhood partnerships and elected members in developing and approving these plans.
- 1.4 Agree to further engagement events on locality working with elected members, partner agencies, and community and third sector groups to discuss the development of Locality Improvement Plans.
- 1.5 Note the key challenges and dependencies identified for the next 12 months, and the work underway to address these.
- 1.6 Agree to refer this report in full to the Communities and Neighbourhoods Committee for information.

Background

- 2.1 Locality working is key to the Council's Strategic Framework and Business Plan 2016/20, the Edinburgh Partnership Community Plan 2015/18 and the Council's Transformation Programme.
- 2.2 The rationale for locality working was agreed by Council as part of the Organise to Deliver reports, and BOLD Business cases, approved in late 2014 and early 2015. Key elements of the rationale for locality working include:
 - (i) The findings of the Christie Commission, namely, placing more focus on prevention, partnership, designing services around citizens and communities, and improving performance.
 - (ii) The need to develop a new operating model for Council services in light of ongoing financial and service demand pressures, and learning from the Total Place projects. Specifically, devolving resources and decision

making closer to the frontline, reducing bureaucracy, improving service access and placing more focus on establishing local integrated multi agency teams, to improve work with families/households in need, and improve place making.

- (iii) Improving joint resourcing at a locality level with a focus on sharing budgets and assets, and progressing multi agency co-location.
- (iv) Simplifying and strengthening locality planning and performance reporting arrangements, and strengthening community engagement and consultation.
- (v) Designing in more agility and flexibility within the Council operating model, to enable local services to be more responsive to changing local needs.

2.3 Locality working has a focus on the following strategic objectives: (i) empowering citizens and communities and improving partnership working, (ii) implementing a lean and agile locality operating model, (iii) delivering better outcomes and improving citizen experiences, and (iv) embedding values and developing culture. These objectives are being reviewed as part of the refresh of the Council Transformation Programme objectives.

2.4 The table below indicates the key milestones which have been reached with regard to locality working to date:

Date	Milestones
Pre Jan 15	Neighbourhood Partnerships + Local Community Plans embedded across the City. Various innovative projects on neighbourhood and locality working (including Total Place) delivered. Council approves the 'Organise to Deliver' reports which set out the principles of locality working.
Jan 15	"Citizens and Neighbourhoods Services" BOLD Business Case agreed by the Finance and Resources Committee. Mandate for locality transformation is approved involving the 'scaling up' previous innovative work.
Mar 15	Edinburgh Partnership Board approves plans for improved locality working and four coterminous operational boundaries. A renewed local partnership focus on tackling poverty and prevention is approved.
Jun 15	Finance and Resources Committee approves the new Council Operating Model. The Citizens and Localities Services Project enters organisational review phase to re-design Council services in line with this model.
Sep 15- Oct 15	Corporate Leadership Team, Edinburgh Partnership Board and Communities and Neighbourhoods Committee sign off the initial Locality Transformation Plan. Community Empowerment (Scotland) Act 2015 comes into force.

Dec 15- Jun 16	Engagement with Neighbourhood Partnerships, community councils and third sector forums on locality working. Partnership engagement events held in late 2015 involving over 200 representatives from Council and partner agencies.
Jan 15- May 16	The Council embarks upon a number of major organisational reviews, to re design services in line with locality strategic objectives. Defined Council services plan to align to the four coterminous areas.
Feb 16- Apr 16	Corporate Leadership Team and Edinburgh Partnership Board agree next steps for locality working. This includes establishing an internal Locality Management Board and four Locality Leadership Teams. Key service developments are to set up multi agency teams around 'place' and 'families / households'. Scottish Government release guidance on defining localities and locality planning, and initial discussions start with partners about the structure and contents of Locality Improvement Plans are underway.
April 16	Establishment of the Integrated Joint Board / Edinburgh Health and Social Care Partnership. The Integration Joint Board is the body responsible for the strategic planning of the services delegated by the legislation, the majority of which are managed on a day to day basis by the Edinburgh Health and Social Care Partnership, led by the Chief Officer. The IJB issues directions to the Council and NHS setting out how services will be delivered. Service re-design and organisational review of services continues

- 2.5 It is important to note the role elected members have played with regard to approving key elements of locality working to date, and the opportunities described in this report for further engagement, support and scrutiny during the next phase of this work.

Main report

Governance and Partnership

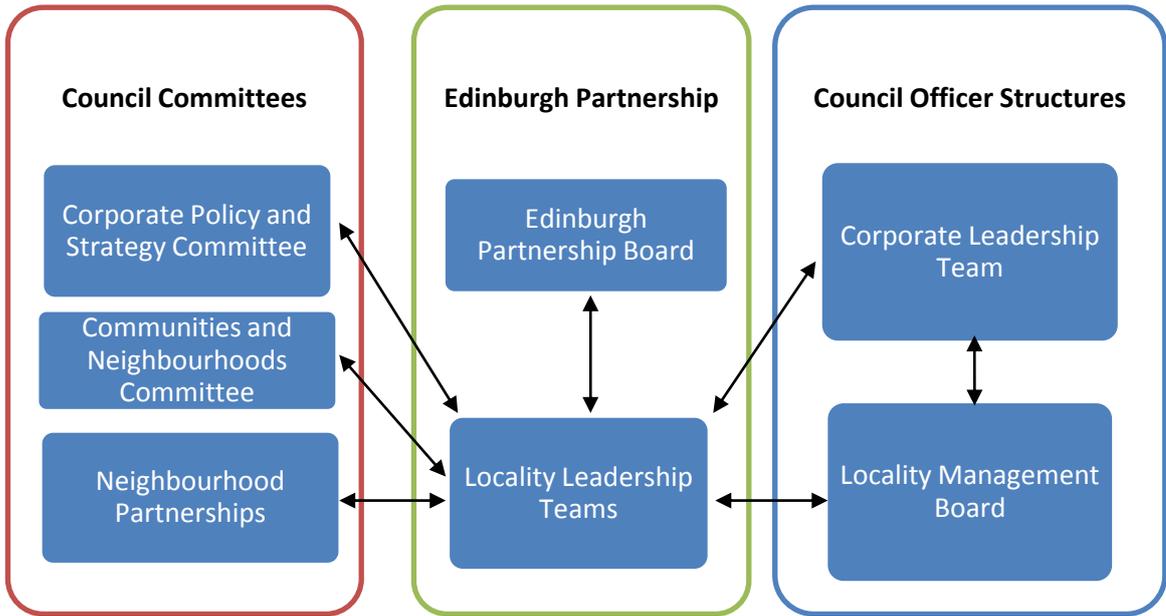
Committee Leadership

- 3.1 It is proposed that the Communities and Neighbourhoods Committee and Neighbourhood Partnerships start to receive more information on locality working in order to improve elected member engagement and scrutiny.
- 3.2 Key items for consideration will be locality service developments, locality service performance, locality planning, and locality partnership activities.

Locality Leadership Teams

- 3.3 A Locality Leadership Team has been set up in each of the four locality areas. Membership of the four teams is made up of Council and partner agencies, including third sector, police, fire and rescue, NHS, and Edinburgh College. Each team is chaired by a Council Chief Official. The primary purpose of these teams is to improve the oversight and tactical coordination of local joint service delivery, and improve local partnership working.

- 3.4 These teams will bring together a range of existing partnership arrangements into one consolidated work programme in each locality. For example, Community Improvement Partnerships, Children’s Services Management Groups, and the proposed Edinburgh Health and Social Care Partnership Hubs and Clusters, will all work with each Locality Leadership Team in their respective area. They will also have a role in overseeing spatial planning in their respective areas, and in this regard the Council’s development and planning function will engage with each team.
- 3.5 These teams will also improve support to the 12 Neighbourhood Partnerships, and related local partnership activity through their respective sub-groups. They will assist in the delivery of aligned local community plan priorities, which are due to be reviewed and refreshed during 2016/17.
- 3.6 It is proposed, that from April 2016 to March 2017, meetings of these teams should be monthly, and that they regularly report into the Communities and Neighbourhoods Committee on locality improvement planning, provide updates to Neighbourhood Partnerships on progress and challenges and report into the Corporate Policy and Strategy Committee on strategic matters. The position of Locality Leadership Teams within wider Council and city governance and partnership arrangements’ is indicated below:



Council Locality Management Board

- 3.7 To support the successful implementation of locality working across the Council, a Locality Management Board has been established. Members of this board include the Executive Director of Place as the Chair, all four Council Locality Managers, Health and Social Care Locality Managers, and other senior officers involved in transformation and community planning work.

- 3.8 The Board will report into the Corporate Leadership Team and the Corporate Policy and Strategy Committee on a regular basis on locality working, and will also coordinate the work of the Council with regard to Locality Leadership Teams.

Strategic and Operational Alignment

Co-terminous Operational Management Areas

- 3.9 The Council and partner agency services have all committed to aligning their operational service delivery arrangements to the four co-terminous locality areas (agreed by the Edinburgh Partnership Board in March 2015) by early June 2016.
- 3.10 In this regard, the following Council services will be aligned to the four co-terminous locality areas (i) early years, (ii) schools, (iii) lifelong learning services, (iv) children's services, (v) transport and planning, (vi) community justice (including community safety and criminal justice), (vii) family, household and homelessness support, (viii) environment, and (ix) city strategy and economy. In addition, services managed by the Edinburgh Health and Social Care Partnership are also aligned to the four co-terminous locality areas. Some Council services will continue to be managed on a city wide basis, but they will be deployed locally and ensure connectivity with locally managed services (e.g. waste services).

Council Organisational Reviews

- 3.11 As of June 2016, eight out of the nine locality organisational reviews will have commenced the implementation phase, with the Communities, Sports and Lifelong Learning review due to be concluded by the end of December 2016.
- 3.12 These reviews are designed to release £42M savings over the period 2015-18. Monitoring of savings targets is being undertaken by the Council Transformation Programme Management Office and the Finance Division, with regular reporting into the Finance and Resources Committee. Once complete, these reviews will provide the essential building blocks for the Locality Operating Model.
- 3.13 As each review concludes, the Council Transformation Team is leading on developing a series of 'Embedding Service Plans' with each Head of Service and their respective operational managers. These plans will cover key areas including customer and client needs, business continuity, ICT requirements, assets, staff engagement and development, impact assessment and finance. They will also ensure that future service delivery is aligned to locality objectives.
- 3.14 Ongoing engagement with elected members and partners, led by each Head of Service, will be a central feature of the development of these plans and service development.

Locality Managers

- 3.15 As a result of Council organisational reviews and integrated health and social care interim management arrangements, four Council and four Health and Social

Care Locality Manager posts have been identified. These senior officers are aligned to each of the four locality areas. Each of these managers will also sit on their respective Locality Leadership Teams.

- 3.16 Locality Managers are critical to the success of locality working, and are a key resource for Neighbourhood Partnerships and other local partnership activity. They will liaise directly and frequently with elected members on key cross cutting and partnership themes relating to locality working.
- 3.17 The role and responsibilities of locality managers are identified at Appendix 1, which will be operationally 'live' in early June 2016. All Council Locality Managers will report to the Executive Director of Place to ensure direct Corporate Leadership Team support. They will also receive professional supervision and support from the Council's Chief Social Work Officer/Head of Safer and Stronger Communities and other relevant senior managers.

Integrated Health and Social Care Services

- 3.18 The Scottish Government recently published guidance on 'localities' for integrated health and social care partnerships:
<http://www.gov.scot/Resource/0048/00481100.pdf>
- 3.19 Consequently, the Edinburgh Health and Social Care Partnership is developing a proposed organisational structure in which services will be delivered and managed in each locality through one 'hub' and two 'clusters'.

Locality Planning and Performance

Locality Improvement Plans

- 3.20 Locality planning is required as a consequence of the Community Empowerment (Scotland) Act 2015. The Council has agreed that Locality Improvement Plans will sit as part of the strategic framework identified in the Council Business Plan 2016/20, as indicated below:



- 3.21 Draft Scottish Government guidance on defining localities and the contents of locality plans has been released for consultation. A high level summary of the draft guidance is provided below:

Localities Duty – a community planning partnership (in Edinburgh this is the Edinburgh Partnership Board, which is comprised of elected members, partner agency representatives and chief officials as advisors) must identify localities within their area of operation.

Locality Planning Duty – based on the agreed localities, a community planning partnership and its partners must develop and implement an approach to locality planning. Locality planning can take place across all areas and/or smaller areas. This planning must ensure that priority outcomes are informed by (i) community and citizen engagement and participation, and (ii) analysis of citizen and community needs, circumstances and aspirations. A key focus of such plans must be tackling socio- economic inequalities and plans must be in place by 1 October 2017. In addition, plans will have to identify how resources will be deployed to achieve stated outcomes, and what arrangements will be put in place for public performance reporting and review arrangements.

- 3.22 The Council and its community planning partners will submit a response to this draft guidance through the Edinburgh Partnership, and this will also be the subject of a future report to the Communities and Neighbourhoods Committee.
- 3.23 To assist in meeting the draft localities duty, the Council and its partners propose to use the 12 Neighbourhood Partnerships aligned to the four wider locality areas, as the geographic basis for localities. To assist in meeting the draft locality planning duty, the Council and its partners plan to develop four Locality Improvement Plans, within which will sit smaller area local community plans. These plans are all due for review in 2016/17, and this review will provide citizens and communities across Edinburgh with a unique opportunity to influence the design of local services and to define local priorities. Each Locality Improvement Plan will also act as a vehicle to integrate other local planning mechanisms. For example, the Edinburgh Health and Social Care Partnership, Edinburgh College, Edinburgh COMPACT Partnership, Police Scotland 'E' Division and Edinburgh Fire and Rescue Service have all agreed to merge existing or planned local planning arrangements into the new Locality Improvement Plans (e.g. Police Scotland Multi Member Ward Plans and Fire and Rescue Service Local Operating Plans). This approach will simplify and strengthen locality planning arrangements in the City, and importantly, reduce the burden placed on citizens and communities to engage in, and be consulted on, the development of all these different plans. It is also important to note that the discussion with partners to date about priority outcomes has indicated a desire to place tackling deprivation and advancing equality, improving community safety and improving public health at the heart of all Locality Improvement Plans. These plans will be developed and approved by 1 June

2017. Elected members, through Neighbourhood Partnerships and Communities and Neighbourhoods Committee, will have a key role in developing and approving Locality Improvement Plans.

- 3.24 The following draft sections for each of the four Locality Improvement Plans is currently proposed:
- (i) **context** to locality working and locality planning;
 - (ii) **citizen and community empowerment** arrangements to ensure citizens and communities are engaged and empowered, and are at the heart of designing local services;
 - (iii) **insight** into each locality, and the results and findings from elected member, citizen and community engagement, service data analysis and customer and citizen contact;
 - (iv) **priority outcomes** based on insight data and influenced by the review of local community plan priorities during 2016/17;
 - (v) **partnership action** (including preventative action and action to tackle poverty and inequality) to ensure the delivery of priority outcomes;
 - (vi) **joint resourcing** arrangements within each of the four localities, with a focus on establishing multi agency teams to support families / households and improve places, improving information sharing, delivering joint learning and development programmes, establishing joint budgets, and sharing assets (including co-location); and
 - (vii) **reporting performance** to elected members, citizens and communities on an annual basis.

3.25 As indicated above, central to these plans will be the ambition to better tackle deprivation and advance equality, economic well being, community safety and public health. It is important to note that these are currently central themes within the Council's Business Plan 2016/20, and the Edinburgh Partnership Community Plan 2015/18.

3.26 Approval for these plans will be sought from each Neighbourhood Partnership and the Communities and Neighbourhoods Committee. In addition, as the duties apply to community planning partnerships, final approval for all four plans will be required from the Edinburgh Partnership Board.

Locality Performance Framework

3.27 Critical to the success of the citizens and localities project is the requirement to evidence improvements in the social, economic and environmental outcomes for citizens, families and communities across the City, specifically in areas of concentrated social deprivation, inequality and poor public health.

- 3.28 It is proposed the following elements provide for a basic performance framework for locality working and Locality Improvement Plans:
- (i) Locality Improvement Plan priority outcomes and key performance indicators.
 - (ii) Partner agency and Council staff feedback.
 - (iii) Elected member feedback.
 - (iv) Edinburgh People's Survey findings.
 - (v) Agreed public service key performance indicators, including service user and citizen satisfaction ratings.
 - (vi) Citizen and community engagement feedback derived from pupil and parent councils, community councils, tenants and residents associations, community bodies and neighbourhood partnerships

Community Empowerment

- 3.29 The Community Empowerment (Scotland) Act 2015 places a range of new legal duties on community planning partnerships, and the organisations which make up such partnerships.
- 3.30 Many of the new duties are designed to empower community organisations through rights to request transfer of public assets, rights to buy land or buildings, and rights to participate in improving outcomes or services where a community body identifies consistently poor outcomes or services (known as community participation requests).
- 3.31 It is proposed that the requirement to receive and record community participation requests sit with the Council's Strategy and Insight Division (Information Governance Unit), who would develop a standard request template, and receive and log such requests on behalf of the Edinburgh Partnership.
- 3.32 Thereafter, the responsibility within the Council to respond to community participation requests that relate to local services could sit with Neighbourhood Partnerships, and for those that relate to citywide services, responsibility could sit with the Communities and Neighbourhoods Committee, working in partnership with the relevant Council Executive Committee.
- 3.33 In some instances such requests may relate to partner agency services, and in such cases the request would be referred to the relevant partner agency by the Strategy and Insight Division.
- 3.34 If the community participation request leads to an agreement to further engage communities to improve services or outcomes, specific project teams will be established to ensure good partnership and co-production work takes place.

- 3.35 The role of the Edinburgh Partnership Board, Neighbourhood Partnerships and Communities and Neighbourhoods Committee in overseeing implementation of the Act is critical. Specifically, the Act requires an annual report to be published on all requests received, and the outcomes from such requests. This annual report could be approved by the Communities and Neighbourhoods Committee and referred onto the Edinburgh Partnership Board for approval.
- 3.36 Locality Leadership Teams will provide extra resources in localities to assist in work to meet the duties. In addition, the role of lifelong learning services (community learning and development services, sports services, arts and culture services, library services and the Local Community Planning Team) will also be important, as will the Third Sector, through the seven local voluntary sector forums in the City.

Key Challenges and Dependencies

- 3.37 A number of key challenges and dependencies have been identified for the next 12 months, which are described in Appendix 2.
- 3.38 It should be noted that a key dependency is the level of engagement and support from elected members, both through their ward councillor functions, and their role on Neighbourhood Partnerships and other community bodies.
- 3.39 The development of citizens and locality working is now at a point where engagement with elected members through political groups, through Executive Committees and through the Neighbourhood Partnerships requires to be strengthened. Specifically, enhanced elected member input into locality insight projects, support for locality governance and partnership arrangements, and informing locality planning and locality performance frameworks is proposed.

Conclusion

- 3.40 The Council's and the City's approach to locality working continues to progress well, with a clear focus on improving service delivery and partnership working, and empowering citizens and communities.
- 3.41 Although much of the current energy is focused on Council organisational service reviews, ongoing engagement with elected members, staff and partner agencies is critical in order to gain support for, and feedback on, locality working.
- 3.42 Finally, it should be noted that locality working is in iterative and evolving process, and whilst significant progress has been made over recent months, many challenges remain. In this regard, the establishment of the Council Locality Management Board and Locality Leadership Teams are critical milestones. They will work ensure challenges are addressed through improved partnership working and embedding new operational practices.

Measures of success

- 4.1 A draft performance management framework is being developed for locality working. Initial work is identified at paragraph 3.28 above.

Financial impact

- 5.1 There is an overall savings target of £42m for 2015-2018 across Council front line service areas, largely related to employee cost savings as a result of organisational reviews. £21m identified savings are planned to take place in 2016/17. The remainder of the savings targets are budgeted for in 2017/18. Regular detailed reports on progress are taken to the Finance and Resources Committee. It is important to note that these savings are spread across a mixture of locality services (services delivered and managed in localities) and city-wide services (services delivered in localities but managed centrally). Consequently, it is difficult to extract precise savings achieved to date from locality working.
- 5.2 In addition, it should be noted that locality working has the potential to release further savings. For example, a focus on preventative action, service integration, channel shift, empowering citizens and communities, and co-location will release further cashable and efficiency savings over time. Locality Leadership Teams and the Council's Locality Management Board will maintain an oversight of such activity, and will attempt to record and report any consequent savings that arise.

Risk, policy, compliance and governance impact

- 6.1 All matters of risk, policy, compliance and governance are noted and managed through the Council Transformation Programme - Programme Management Office. These matters are regularly reported to Finance and Resources Committee.

Equalities impact

- 7.1 The recommendations in this report will enable the Council and its partners to better meet the public sector equality duties described under the Equality Act 2010.

Sustainability impact

- 8.1 The recommendations in this report have been considered with regard to the Climate Change (Scotland) Act 2009. This process has indicated that the recommendations will contribute towards the delivery of the public body duties under the Act.

Consultation and engagement

- 9.1 There has been extensive engagement with all community planning partners on all aspects of locality working, including the Edinburgh Partnership Board. In addition, there have been engagement events on locality working at

Neighbourhood Partnerships, the Edinburgh Association of Community Councils and various local voluntary sector forums. Further citizen and community engagement is planned as a result of the development of Locality Improvement Plans.

Background reading / external references

None.

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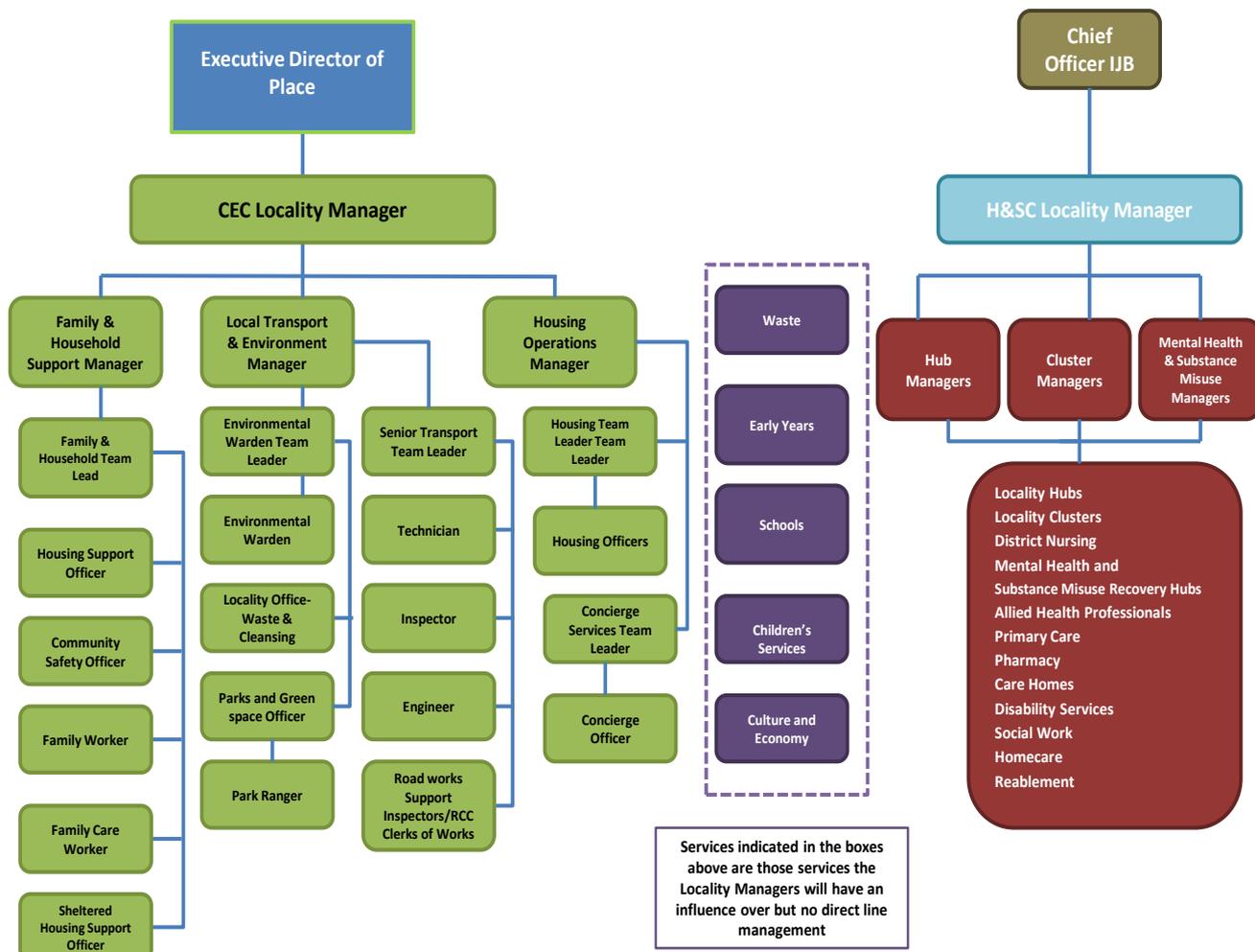
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Links

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Single Outcome Agreement	All
Appendices	Appendix 1 - Roles and Responsibilities of Council and Health and Social Care Locality Managers Appendix 2 - Key Challenges and Dependencies

The Roles and Responsibilities of Council and Health and Social Care Locality Managers



Locality Working – Key Challenges and Dependencies

1 Our Customers

Channel Shift provides various tools to support the operation of locality working. For many citizens the development of online transaction types available 24/7 will provide a more flexible and consistent customer experience when accessing council services. These developments will also free up resources for other communication channels for citizens who require more intensive support (e.g. face to face and phone).

These tools can also provide better insight and management information to assist with service and locality planning in each locality area. In developing the new model there will continue to be strong liaison with elected members, Neighbourhood Partnerships and Locality Leadership Teams.

2 Asset Management

The Asset Management Strategy identifies an office portfolio, which is based on a central hub and locality spoke model. Key 'hub' buildings are: the City Chambers complex and Waverley Court, and a leased office at 1A Parliament Square. . The key 'spokes' are the local offices, with each Locality having a slightly different configuration. Currently, these are:

- North West – Neighbourhood Office (Pilton)
- South West – Neighbourhood Campus (Wester Hailes)
- North East – East Neighbourhood Centre (Craigmillar)
- South East – South Neighbourhood Office (Captains Road and City Chambers)

It is anticipated that the move to the localities model will increase reliance on, and occupation of, the local offices. The intention will be to support collaboration opportunities between council teams and with partner agencies through these assets.

The Estate Remodelling Team will be working closely with each Locality Leadership Team to develop strategies for property solutions across the four localities. To date, they have facilitated a number of locality workshops with the transformation team, council managers and partners (such as Police Scotland) to scope how the asset estate can best support locality working. This work also supports the attainment of budgets savings through co-location, rationalisation and disposal of properties where appropriate.

3 Finance

There is scope to develop a financial planning model and budget management model that better supports locality working. A recent Locality Management Workshop of key council staff identified key issues to be addressed in support of such an approach:

- Ensuring consistent service across city, avoiding a “postcode lottery”.
- Ensuring that budgets are devolved and flexible enough to meet local needs and priorities, but are controlled enough to ensure spending remains within agreed parameters.
- Identification of the most appropriate person to authorise expenditure for any given service.
- Clarity on budgets the Locality Managers will be held accountable for.
- The need to avoid creating a locality budget management industry.
- Ensuring the (new) council ICT systems support any new budget management arrangements.

Over the coming months, finance colleagues will work to address the above matters. Importantly, they will circulate information on the realignment of budgets to new council service areas, and identify opportunities and requirements for devolved budgets. Further work will also focus on the challenges of participatory budgeting.

4 Payments to Third Parties (PT3P)

The PT3P in scope expenditure includes £78M p.a. for the delivery of services through third parties, often to the City’s most vulnerable citizens and communities. Many such services are preventative in nature, and are closely linked to services delivered in localities.

The PT3P Project has now identified £7.8M savings from such grants and contracts over 2015/16/17/18, through a range of co-produced new grant and contract programmes.

This has been a very challenging and difficult process, and has placed an undoubted strain on third sector relations. A detailed update on learning to date, specifically practice relating to co-production, will be captured in a report to Finance and Resources Committee in June 2016.