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CABINET FURTHER DOCUMENTS – ITEMS 6 AND 7

DATE: TUESDAY 19 JANUARY 2010
TIME: 2.00 PM
PLACE: COUNCIL HOUSE, PLYMOUTH

Members –

Councillor Mrs Pengelly, Chair
Councillor Fry, Vice Chair
Councillors Bowyer, Brookshaw, Jordan, Michael Leaves, Monahan, Ricketts, Dr. Salter and Wigans

I refer to the agenda for the above meeting and attach for your attention papers relating to –

- (i) item 6 – Life Centre Construction Contract Award;*
- (ii) item 7- Locality Working.*

BARRY KEEL
CHIEF EXECUTIVE

CABINET

CABINET MEMBER: COUNCILLOR BOWYER

6. LIFE CENTRE CONSTRUCTION CONTRACT AWARD (Pages 1 - 2)

CMT Lead Officer: Director for Community Services

The recommendations of the Customers and Communities Overview and Scrutiny Panel (as amended under delegated authority by the Head of Policy, Performance and Partnerships in consultation with Councillor James) will be submitted and Councillors Fox (Chair of the Customers and Communities OSP) and James (Chair of the Overview and Scrutiny Management Board) have been invited to attend the meeting to present the scrutiny recommendations.

CABINET MEMBER: COUNCILLOR BROOKSHAW

7. (a.) Locality Working Scrutiny Report (Pages 3 - 24)

CMT Lead Officer: Director for Community Services

The report of the Joint Task and Finish Group (approved by the Overview and Scrutiny Management Board) will be submitted and Councillors Fox (Chair of the Customers and Communities Overview and Scrutiny Panel) and James (Chair of the Overview and Scrutiny Management Board) have been invited to attend the meeting to present the scrutiny recommendations.

(b.) Locality Working (Pages 25 - 46)

CMT Lead Officer: Director for Community Services

Customers and Communities Overview and Scrutiny Panel
Wednesday 13 January 2010

The Customers and Communities Overview and Scrutiny Panel is making the following recommendations as amended under delegated authority by the Head of Performance, Policy and Partnerships in consultation with the Chair of the Overview and Scrutiny Board of Management to Cabinet, with regard to Life Centre project -

- (1) the recommendation to award the construction contract to Balfour Beatty is approved and congratulations are given to the relevant Members and officers on the thoroughness of the tender evaluation process which was sound and robust;
- (2) the impact of change orders and the financial risks are outlined in more detail in the regular project manager's report;
- (3) ways of improving access to the Life Centre for people with disabilities and taking into account all six strands of equalities are explored;
- (4) that the Overview and Scrutiny Management Board agree that the Customers and Communities Overview and Scrutiny Panel is invited to further scrutinise the leisure management contract, leisure ice provision and the Pavilions including the financing at the appropriate stages of the process to allow influence prior to the decisions being made;
- (5) consideration is given to 'incentivising' the contract with regard to aspects such as timescale, costs and health and safety;
- (6) discussions are held with the contractor with the view of maximising advantages for the local economy, within the relevant legislation, eg the use of local labour and apprenticeships, local materials and businesses;
- (7) the Local Strategic Partnership (LSP) partners are encouraged to contribute to the scheme as has the University;
- (8) consideration is given to using an appropriate proportion of the developer tariffs beyond those specifically allocated to leisure (eg transport) to support the scheme during its operating life time;
- (9) the Customers and Communities Overview and Scrutiny Panel as and when necessary receives a bi monthly update on various aspects of this project.

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**Customers and Communities Overview and Scrutiny Panel
Joint Task and Finish Group
Scrutiny Review – Report
November 2009**

Localities Working

Plymouth City Council

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1 Introduction

- 1.1 The Overview and Scrutiny Management Board approved in principle, on 5 August 2009 the establishment of a joint task and finish group to review Localities Working, with membership to be drawn from Customers and Communities, Children and Young People and Health and Adult Social Care Overview and Scrutiny Panels. The Task and Finish Group will submit its findings for approval to the Overview and Scrutiny Management Board on 2 December 2009, prior to consideration of Localities working at Cabinet on 19 January 2010 and Council on 1 February 2010.

2 Executive Summary

- 2.1 The Overview and Scrutiny Management Board established a Joint Task and Finish Group to review Localities Working. The Council wants Locality Working to help it create a city with successful, strong, cohesive and sustainable communities.

- 2.2 The Group was asked to make recommendations on –

- the best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality;
- ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities; and
- what sorts of information Locality Teams will need to help with their work.

- 2.3 The Group heard representations from a variety of witnesses and received written information from the Youth Parliament.

- 2.4 Key issues and findings included that -

- There is broad support for better service co-ordination based on the establishment of multi-agency teams at Locality level.
- There is a strong view that Neighbourhoods, not Localities, are the appropriate unit for community engagement. Most Localities are too large and diverse to be natural boundaries for community engagement.
- It is widely acknowledged that the Area Committees were not working effectively.
- Partners and Communities Together (PACT) meetings and initiatives could, with some improvements, provide a good vehicle for community engagement but this needs to be supplemented with a variety of methods, beyond meetings, to maximise community engagement.
- Ward Councillors, engaged in improved PACT processes and equipped with feedback via these different methods, could advocate key priorities on behalf of their communities.
- Localities Working needs to be delivered within existing budgets, but has potential to respond to different needs and to priority Neighbourhoods, in relation to relevant data.

2.5 The Group believes that Localities Working can successfully deliver improvements if it is based on: good community engagement at Neighbourhood level; improved joining up of key services at Locality level; a strengthened role for Ward Councillors as advocates on behalf of communities; availability and consistency of relevant data at neighbourhood and Locality levels.

2.6 Recommendations are made covering -

- Service Co-ordination Teams for each Locality (reflecting proposals put out for consultation) within minimum representation of: street scene and environment; community safety; health; and children and young people, across partner agencies. Each team should be pulled together by a Locality Lead.
- Community engagement, to support Localities Working, focused at Neighbourhood level incorporating existing Partners and Communities Together (PACT) initiatives and strengthened arrangements to involve Ward Councillors and facilitate community involvement. (This is an alternative to proposals put out for consultation).
- Availability of information, to support Localities working, covering: local issues; feedback from consultation and community engagement; and data on city-wide priorities, disaggregated at Neighbourhood and Locality levels.
- Directing resources in response to need, using appropriate data sets.
- A post-implementation review.

3 Vision for Locality Working

3.1 The Council wants Locality Working to help it create a city with successful, strong, cohesive and sustainable communities. Residents in these communities should be actively involved in shaping the places in which they live and improving services, leading to increased satisfaction and better quality of life.

4 The Panel

4.1 The Joint Task and Finish group had a cross-party membership comprising the following Councillors –

- Councillor Fox (Chair)
- Councillor Wildy (Vice Chair)
- Councillor Purnell
- Councillor Roberts
- Councillor Mrs Stephens
- Councillor Mrs Watkins

For the purpose of the review, the joint task and finish group was supported by –

- Pete Aley, Assistant Director for Safer Communities
- Helen Wright, Democratic Support Officer

5 Scrutiny Approach

5.1 The task and finish group convened on two occasions to consider evidence and hear from witnesses -

- 2 November 2009
- 5 November 2009

5.2 Members of the Joint Task and Finish group aimed to examine and make recommendations on –

- the best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality;
- ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities; and
- what sorts of information Locality Teams will need to help with their work.

The Work Programme Request (PID) is attached as Appendix 1.

5.3 At its meetings on 2 November and 5 November, the task and finish group considered evidence from witnesses, raised questions and considered answers and recommendations relating to Localities Working.

6 Witnesses

6.1 The task and finish group heard representations from –

- Pete Aley – Assistant Director for Safer Communities
- Superintendent Andy Bickley – Devon and Cornwall Constabulary
- Peter Flukes – Wolseley Trust
- Jane Donovan – Assistant Director for Environmental Services
- Pam Marsden – Assistant Director for Community Care
- Pat Patel – Tamarview Community Complex
- Carole Burgoyne – Director for Community Services
- Phil Mitchell – Housing and Regeneration Manager
- Mr Emery – Resident
- Sam Swaby – Granby Island Community Centre
- Peter McNamara and colleagues– Devonport Regeneration Community Partnership
- Annie McGee – Consultant to Plymouth Family Support Service
- Councillor Wheeler - Chair of Ham and St Budeaux Area Committee
- Martin Clay and colleague– North Prospect Partnership
- Councillor Dr Mahony – Chair of Compton and Peverell Area Committee

Responses from witnesses and written evidence received from the Youth Parliament are detailed in Appendix 2. Responses to the Localities Working Joint Task and Finish Group Questionnaire is attached at Appendix 3.

7 Key Issues Arising from the Evidence

- 7.1 From the evidence received the Panel considered the following to be the key themes.
- 7.1.1 There is broad support for better service co-ordination based on the establishment of multi-agency teams at Locality level. Although there could be some flexibility in how these teams are established, minimum service standards should apply across Plymouth. The establishment of such teams should not imply that all services would be located or delivered at Locality level.
- 7.1.2 Despite Localities being an appropriate unit for service co-ordination and some delivery, there is a strong view that Neighbourhoods, not Localities, are the appropriate unit for community engagement. It was widely acknowledged that the Area Committees were not working effectively, with low attendance from residents, limited involvement from service providers and few outcomes. The committees were also seen as too formal which inhibited some residents from engaging in the process.
- 7.1.3 Different models had been considered such as the 'Northern Network'. Meetings were held within the Southway Ward and involved Ward Councillors and representatives from the police, head teachers, doctor's surgeries, the church, allotment association and the scouts. Any issues raised were dealt with by the Ward Councillors. The meetings were held on an informal basis at which the Ward Councillors took the notes which avoided formal support service requirements. However, the Panel recognised that this model would not necessarily work in other Neighbourhoods, such as Devonport which is establishing a Board as part of New Deal for Communities succession arrangements.
- 7.1.4. It was acknowledged that Partners and Communities Together (PACT) meetings and initiatives were operating with differing degrees of success at Neighbourhood level and, with some improvements, could provide a good vehicle for community engagement within small areas (residents knew what was needed within their own communities). However community engagement should not be a 'one size fits all' approach. Different Neighbourhoods have different needs and a variety of methods beyond meetings need to be employed to maximise engagement.
- 7.1.5 Although the scope of the Work Programme Request (PID) excluded the task and finish group from examining the boundaries of the six Localities (which had been agreed by the Local Strategic Partnership), it was acknowledged that most Localities (nb the Central and North East Locality) were too large and diverse to be seen as natural boundaries for community engagement. The 43 Neighbourhoods could be used as building blocks in this process as they were seen as key in enabling community engagement.
- 7.1.6 Although there should be minimum service standards across Plymouth, resources need to be directed in response to need rather than divided equally between the six Localities. It is evident that Localities Working needs to be delivered within existing budgets, as there was no additional funding available. However, a focus at Neighbourhood and Locality level would provide real potential to respond to different needs and to priority Neighbourhoods in relation to the Index of Multiple Deprivation and other data sets.

In particular, there is an opportunity to better co-ordinate resources in South West Locality which contains particular targeted interventions in Stonehouse, North Prospect and Devonport Neighbourhoods. However pockets of deprivation in more affluent areas should not be overlooked.

- 7.1.7 Data research should be used to inform future funding and where resources needed to be focused. It was acknowledged that scientific data should be used and not solely public perception, e.g. as in some areas residents would not be persuaded that crime had reduced. It was further acknowledged that the use of surveys could produce differing results and perceptions, i.e. the Place Survey and MORI Survey which had been undertaken in Devonport.
- 7.1.8 Specific resourcing issues had been identified at the Service Co-ordination Team level within Street Services (resources should not be taken away from the front line). It was recognised that this service could move more gradually to Localities Working.
- 7.1.9 Potential savings had been identified as a result of the recommendation to disband Area Committees (this saving could be allocated across the six Localities). Although it should be emphasised that 'cost cutting' was not a driver to move to Localities Working.
- 7.1.10 It was acknowledged that Localities Working should put the role of the Ward Councillor at the heart of this process and provide an opportunity to enhance the role.
- 7.1.11 The core expertise of each partner would need to be clearly identified and used effectively. Partners had a substantial role to play in this process and had a great capacity for communication which currently was not being exploited to its full extent.

8 Findings

- 8.1 Based on the evidence the Panel has collected, it believes that Localities Working can successfully deliver improvements if it is based on –
 - good community engagement at Neighbourhood level;
 - improved joining up of key services at Locality level;
 - a strengthened role for Ward Councillors as advocates on behalf of communities;
 - availability and consistency of relevant data at neighbourhood and Locality levels.
- 8.2 Service Co-ordination Teams in each Locality, pulled together by a Locality Lead, should include representatives of key services such as street scene, community safety, health, and children and young people, across partner agencies. Working together, within clear terms of reference, they would problem-solve and tackle relevant issues prioritised by the Councillors.
- 8.3 Each of Plymouth's 43 Neighbourhoods would have a recognised process for engaging its communities and gathering feedback. This needs to be relatively informal and can be based on existing PACT (Partners and Communities Together) initiatives eg street surveys and community meetings, improved where necessary to encourage wider participation.
- 8.4 This would be supplemented by information gathered by other methods, web-based, feedback from other fora and consultations etc, analysed at neighbourhood level.

- 8.5 Ward Councillors, engaged in the improved PACT process and equipped with feedback via these different methods, would advocate key priorities on behalf of their communities. Straightforward service requests and complaints (e.g. an individual householder's refuse collection) would continue to be directed to relevant services but issues reflecting a breakdown of services across different agencies or more complex cross-cutting matters (e.g. a run-down area attracting anti-social behaviour) would be referred to Service Co-ordination Teams; one for each Locality.
- 8.6 One Councillor from each neighbourhood would expect to be able to meet with their Locality's Service Co-ordination Team a few times during a year; but over time, working relationships based on problem resolution outside meetings should become more common place. Councillors would have a role in feeding back on progress to communities. This would put Ward Councillors at the heart of a process which engages communities in their Neighbourhoods. It would enhance Councillors' roles as advocates amongst different agencies, and encourage improved joint working at Locality level across the city.
- 8.7 To support Localities Working, information should be available covering local issues. This should include feedback from community engagement and consultation, as well as data on city-wide priorities, all disaggregated at neighbourhood level in a way that would inform decision-making and service responses.

9 Recommendations

- 9.1 In order to achieve the required outcomes, listed as 'benefits' in the Work Programme Request, i.e. –

"The scrutiny is an opportunity to examine ideas, good practice and a range of views before development of proposals on Localities Working. This will enhance the consultation process underway and will afford a particular opportunity for Members and others to contribute prior to recommendations being made to Cabinet and Council.",

the following recommendations are proposed –

9.1.1 **The Best Way of Joining up Services in Localities and the Proposals to have Locality Service Co-Ordination Teams in each Locality**

Service Co-ordination Teams are formed for each Locality reflecting proposals put out for consultation, i.e. as a minimum, with representatives from four key services, street scene and environment; community safety; health; and children and young people, across partner agencies. This would not preclude a limited number of additional services being represented permanently or on an ad hoc basis, in line with individual Locality requirements. Each team should be pulled together by a senior person (Locality Lead) and this role could be shared across different partners by mutual agreement.

City-wide minimum service standards should be developed to assist Locality Service Co-ordination Teams and standard Terms of Reference should apply to all Teams. Terms of Reference should cover any powers, decision-making, accountability, complaints, and any budget responsibility.

The majority of witnesses agreed that the formation of Service Co-ordination Teams within each Locality was a good idea and the Panel supported this proposal (see 6.1.1).

9.1.2 Ways to Improve Links Between Organisations Providing Services and the Community in each Locality and whether Area Committees should be replaced with Partnerships (one for each Locality) with a New Focus on Joint Problem Solving between Services and Communities

Community engagement to support Localities Working, should be focused at neighbourhood level (i.e. in each of Plymouth's 43 Neighbourhoods) incorporating existing Partners and Communities Together (PACT) initiatives and with strengthened arrangements to involve Ward Councillors and facilitate community involvement. Arrangements should be as informal as possible (in terms of minute-taking etc) avoiding formal support service requirements.

Opportunities should be explored to involve Third Sector organisations in facilitation and to feed in community views from different sources e.g. web-based feedback, 'trade fair' events (i.e. not just meetings).

This proposal is an alternative to the suggestion made during consultation, of developing new community engagement structures at Locality level. However, the strengthened Neighbourhood arrangements should replace Area Committees which should be disbanded.

Ward Councillors should act as advocates on behalf of their Neighbourhoods and one Councillor from each Neighbourhood within a Locality should meet regularly with the relevant Service Co-ordination Team to raise issues, receive feedback and monitor progress. These Councillors should feedback to communities at Neighbourhood level.

The majority of witnesses considered the proposal for Area Committees to be replaced with Partnerships (as detailed in the consultation questionnaire), as an inappropriate vehicle to deliver effective community consultation/engagement. To be effective, this needed to be delivered at Neighbourhood level. The Panel recognised that the proposed model to replace Area Committees with Partnerships would not work and therefore put forward the alternative proposal as outlined above (see 7.1.2, 7.1.4, 7.1.5 and 7.1.10).

9.1.3 What Sorts of Information Locality Teams will need to Help with their Work

To support Localities working, information should be available covering local issues, feedback from consultation and community engagement, and data on city-wide priorities, all disaggregated at Neighbourhood and Locality levels in a way that can inform decision-making and service responses.

The Panel agreed that it was important to base decision making on good information and data to compliment community feedback and identify need and inequalities; and that this needs to be available at Neighbourhood level to help address this need (see 7.1.7).

9.1.4 Addressing need

The Panel also identified the issue of addressing resources in response to need (see 7.1.6). Although minimum service standards should apply across Localities and pockets of deprivation in more affluent Neighbourhoods should not be overlooked, Locality working should be used to direct resources to priority Neighbourhoods using appropriate data sets to identify need.

9.1.5 Review

The panel acknowledged that a review of the progress of Localities Working would be required. It was proposed to set up a task and finish group 12 months after the implementation of this model in order to undertake the review.

10 Acknowledgements

- 10.1 The Joint Task and Finish Group wished to thank staff and Service Users at Hamoaze House, and acknowledge the contribution from the witnesses, council officers, Pete Aley the Assistant Director for Safer Communities and Helen Wright the Democratic Support Officer.



Request for Scrutiny Work Programme Item

1	Title of Work Programme Item	Localities Working
2	Responsible Director (s)	Carole Burgoyne
3	Responsible Officer Tel No.	Peter Aley, Assistant Director for Safer Communities 304388
4	Aim	Contribute to, and encourage participation in, consultation to develop a model for Locality Working in Plymouth's 6 Localities identified by the LSP.
5	Objectives	<p>Objectives of Locality working are to:-</p> <ul style="list-style-type: none"> • Enable residents to influence and challenge service delivery • Make services more 'joined up' • Improve councillor involvement • Reducing inequalities between communities • Focus money and staff more effectively • Improve the sharing and use of information • Monitor service provision more effectively • Meet local and national targets.
	Benefits	The scrutiny is an opportunity to examine ideas, good practice and a range of views before development of proposals on Localities working. This will enhance the consultation process underway and will afford a particular opportunity for members and others to contribute prior to recommendations being made to cabinet / council.
	Beneficiaries	The LSP Service providers The Third sector Communities Cabinet Full council
6	Criteria for Choosing Topics	<ul style="list-style-type: none"> • Corporate priority area • Public interest issue covered in local media

7	Scope	<p>To examine and make recommendations on:-</p> <ul style="list-style-type: none"> • The best way of joining up services in Localities and the proposal to have Locality Service Co-ordination Teams in each locality • Ways we can improve links between organisations providing services and the community in each Locality and whether Area Committees should be replaced with Partnerships (one for each locality) with a new focus on joint problem solving between services and communities. • What sorts of information Locality Teams will need to help with their work. 		
	Exclusions	<ul style="list-style-type: none"> • The boundaries for our 6 Localities (which the Local Strategic Partnership has already agreed). • Any new arrangements for service delivery or new approaches to neighbourhood working, i.e. at the level of our 43 neighbourhoods. (However this would not preclude looking at how neighbourhood issues and concerns can best be considered at Locality level). 		
8	Programme Dates	<i>Needs to be complete by mid November</i>		
	Timescales and Interdependences	Milestones	Target Date for Achievement	Responsible Officer
		<p style="color: red; text-align: center;">Known milestones for achieving the final report</p> <ul style="list-style-type: none"> • 27.7.09 Customers & Communities OSP – this PID needs to be approved by them, will have to be tabled; • 5.8.09 O & S Management Board – this PID should be published on 27.7.09 with the agenda, Management Board will need to appoint Members; • Task & Finish Group needs to meet in August if going to 02.11.09 and 05.11.09 O & S Management Board. 	<p style="color: red; text-align: center;">Dates of known milestones</p> <ul style="list-style-type: none"> • 19.01.10– Cabinet • 01.02.10 – Council 	Peter Aley
9	Links to other projects or initiatives / plans	Part of CIP4		

10	Relevant Overview and Scrutiny Panel	Customers and Communities OSP
11	Lead Officer for Panel	<i>Peter Aley</i>
12	Reporting arrangements	<p>Dates of Panels, Commission and Cabinet /Council</p> <ul style="list-style-type: none"> • 28.9.09 – Customers & Communities OSP – too late, won't be able to approve task & finish group report, need mechanism to approve task & finish group report before O & S Management Board • 01.12.09 – O & S Management Board to approve scrutiny report. • 19.01.10 – Cabinet • 01.02.10 – Council
13	Resources	<p>Staff and other resources</p> <p>Strategic Housing and LSP staff</p>
14	Budget implications	<p>Resources within existing budgets and any additional resources required</p> <p>Staff time</p>
15	Risk analysis e.g. if no scrutiny	A potential major change in the way the council and partners co-ordinate services and engage the public would be developed without the opportunity for proactive scrutiny to influence it.
16	Project Plan / Actions	Project Plan to be prepared by Select Committee appointed by Panel

**Customers and Communities Overview and Scrutiny Panel
Localities Working Task and Finish Group
Key Points from the Meeting held on Monday 2 November 2009**

**1. Witness Andy Bickley
 Superintendent Devon and Cornwall Police**

Key Points:

- Neighbourhood working is far more responsive;
- Policing areas are not aligned with other agency boundaries;
- Co-ordinating budgets and an opportunity for public engagement;
- Some areas would need more intensive intervention;
- Not precious about budgets;
- Data informs where the resources need to go but would need constant review;
- Not policy making evidence but evidence based policy;
- Use of actual scientific data and not public perception (in some areas people wont be persuaded that crime has reduced);
- Place survey and MORI survey in Devonport produced different results and perceptions;
- Too many meetings are not productive;
- Area Committees are not productive, poorly advertised, and attendance is largely due to the issues on the agenda (if it does not affect people they will not attend).

**2. Witness Peter Flukes
 Wolseley Trust**

Key Points:

- Functions of partners should be carefully defined;
- Core expertise of each of the partners should be used effectively, core expertise has to be identified;
- Opportunities to improve the role of Councillors;

- Opportunities to utilise partners more fully (partners have a great capacity for communication which at present is not harnessed – partners do have a substantial role to play);
- Enabling role not one grouping of representatives;
- No interference with the co-ordination teams (communication and accountability);
- Councillor role right at the heart of this process.

3. Witness Jane Donovan
Assistant Director Environmental Services

Key Points

- Actions not meetings have a lean structure (issue with being able to provide staff to attend meetings);
- Place resources where they are needed and not divide the budget by the six localities;
- Flexibility and the need for innovation (disappointed that minimum standards may not be achieved in all areas in order to place resources in the more challenging areas);
- Localities working is not addressing the 'business as usual issues' need highlight matters that are not working;
- Need to have the right system in place to enable ownership for those things to be done properly and encourage a sense of pride and ownership in an area;
- No extra funds, very clear deliver within existing resources;
- Use of resources from partners;
- The local authority is the budget holder for street scene and environmental issues and not other partners;
- There were benefits for a community if residents live in a clean environment (the police were willing to share resources);
- Use the probation service;
- Who would be the representatives (Services for Children and Young People had appointed people across the localities – do not have anyone within the structure to act as representatives, do not want to take resources away from the front line, the challenge would be the right people doing the right job);

- Key element regarding where people live (people respond to whether they live in a mess or clean area, accountability and continuity were important to achieving this).

**4. Witness Pam Marsden
Assistant Director for Community Services**

Key Points:

- Flexibility, although 25 staff had moved into Plympton/Plymstock this would be under review and they were confident in working with health partners;
- Co-location and shared resources would only be placed in three of the localities and not all six;
- Better service for the service user that was our aim (integration that was what you would achieve);
- Working well with health partners;
- Flexibility about management;
- Other partners;
- The work on localities seems to be further advanced;
- No thought about accountability/governance arrangements.

**5. Witness Pat Patel
Tamarview Community Complex**

Key Points:

- Acknowledge PACT meetings are working well and were a good vehicle for community engagement for a small area;
- Residents know what is needed in their area;
- Community groups were able to pull people together;
- The ability to have some influence over budgets would be a good thing;
- Area Committees are just for Councillors and Co-opted representatives;
- Little involvement by service providers at Area Committee meetings;
- Lack of youth service provision in the area;
- Small neighbourhood working would be best.

**6. Witness Phil Mitchell
Housing and Regeneration Manager**

Key Points:

- Use of the super output areas focus on where there was the most deprivation, this might be a way of prioritising some of the neighbourhood working;
- There was a difference in what was being said he seemed to be suggesting that the locality level should be used for strategic issues that were not resolved at neighbourhood level, other witnesses seem to imply locality level is more taskforce working;
- Not possible to have an infrastructure in all 43 neighbourhoods to deal with issues (focus on deprivation).

**7. Witness Mr Emery
Resident of Plymstock**

Key Points:

- Lack of consultation with localities working (only a small sample of people involved in the process);
- Area Committees were not local enough;
- Service providers did not attend Area Committee meetings;
- General PACT meetings liked the neighbourhoods;
- The consultation response on locality working from the Plymstock Area Committee did not accurately reflect the minute;
- Area Committees were too formal (council meetings form a barrier for residents, it is a council meeting for councillors as oppose to a meeting with residents);
- Consultation was insufficient (no information or background was provided for people to enable them to make a recommendation);
- Recommendations community engagement on consultation;
- The system is not working for individuals and individuals make up communities.

**8. Witness Peter McNamara
David Brown
Will Blagdon
Anne Freeman
Devonport Regeneration Community Partnership**

Key Points:

- Evidence based resources based on evidence and priorities;
- Money resources to be dropped down to the neighbourhood could hit targets but have no great benefit;
- Not one size that fits all;
- Use existing access points;
- Clear purpose;
- Partnership working is efficient, saves time and opens doors;
- Funding is not everything;
- Need to take with a pinch of salt level of community consultation, lack of involvement in DCLT and Land Trust.

**9. Witness Annie McGee
 Consultant to PFSS**

Key Points:

- Workforce development new ways of training staff;
- Develop trust of people prior to embarking on the formal part;
- One service long time proven record of success might consider expertise apply work throughout the local authority;
- Three key issues not an issue Area Committees relationship with neighbours and boundaries;
- Lack of parity across the city (Barn Barton hard to reach groups have not got a youth worker);
- Not aware of work going on in half term.

**10. Witness Sam Swaby
 Granby Island Community Centre**

Key Points:

- Commonality of purpose;
- Danger of solely looking at deprived localities as there were pockets of deprivation in affluent areas;
- Only way Index Multi Deprivation – evidence based;

- Data collection inform funding in the future (be clear in the recommendations).

11. Witness Councillor Wheeler

Key Points:

- Neighbourhoods were key to enabling the community, happy to use the neighbourhoods as building blocks;
- People were only interested in what goes on in their area;
- Problem resourcing 43 neighbourhoods.

**12. Witness Martin Clay
Roger Mitchell
North Prospect Partnership**

Key Points:

- Loss of an area's identity;
- Concerns relating to losing the improvements that have already been made;
- Funding needed to be driven rather than just divided into the localities;
- There was an assumption that funding would be divided equally into the six localities;
- Attention to make representatives views at the localities level, loudest voice not have the most say danger historically that has happened;
- Mature neighbourhoods invest and grow.

**13. Witness Councillor Dr Mahony
Chair of Compton and Peverell Area Committee**

Key Points:

- Central and North East locality is too big and diverse;
- Not challenging neighbourhoods and building blocks more flexible with ward boundaries.

**14. Witness Carole Burgoyne
Director for Community Services**

Key Points:

- 'One size did not fit all' localities would be operated in slightly different ways;

- Minimum service standards should be developed;
- Not all services will be located at Locality level i.e. Mental Health or Adoption;
- Learn lessons from previous consultation exercise, i.e. the recent waste rezoning initiative could have engaged the PCSOs to make residents aware of what would be happening to their street's waste collection arrangements;
- Important to manage expectations do not want to move to a more complicated way of working.

15 Written Youth Parliament Evidence

Key Points:

- young people were unaware that Area Committees existed and therefore did not attend the meetings;
- a proposal to hold a Localities Working open day to launch the initiative;
- a suggestion to send questionnaires to school to establish the issues affecting young people (young people found Area Committee meetings boring);
- in order to encourage people to become engaged, examples could be provided of successful outcomes;
- a proposal to form Localities Working committees aimed at young people; membership could be drawn from the youth forums within the Localities which could then feedback the local issues to the committees;
- there were potential issues relating to transport and whether young people would be able to attend the meetings due to size of the Localities.

Written Evidence Gathered from Questions set out by the Panel

Locality Working: Task & Finish Group Questionnaire Responses

Feedback to date

(9 RESPONSES RECEIVED TO 28/10/09).

Q1 – Set up 6 Locality Teams/4 key services?

77% recorded yes, 0% no. Need regular newsletters, feedback from the community, involve university in SE locality. Other services suggested to be covered: security, housing maintenance, social divide, planning and transport.

Q2 – Led by Champion, assisted by coordinator?

44% recorded yes, 10% no. Champion needs to have commitment and ability, recognise needs of low income families, work alongside Area Committees (ACs), councillors could be Champions, should be a Community champion and not recompensed. Coordinator could volunteer for free.

Q3 – Replace 8 Area Committees with 6 Locality Partnerships?

44% recorded yes, 22% no. A view that Neighbourhood level is preferred and most effective level of community engagement (PACTS work well at this level), so need two tier system. Localities are based on school catchments, these are irrelevant: suggestion of four way split to create 4 strategic areas. Another disagreed with boundaries.

PACTS should continue. Localities too big for community to be heard. Develop ACs to take on new role. Regular newsletters needed, need regular meetings with police.

Q4 – Involving local people.

Emphasis on well publicised meetings, accessible, central venues, use questionnaires, door to door inquiries, work together, have flexible agendas, draw up a plan, support active tenants organisations, link with community anchors.

Q5 – What information is needed?

Statistical information, information from areas, record of what work is being done, local knowledge, disability issues, listen to TRAs (?), need full range of information from all services.

Q6 – Governance arrangements?

Decisions should be based on necessity and consensus. All services to be covered. Listen to community views. Need delegated budget, decide where finances spent.

Q7 – Any other comments?

AC experience is of very low attendance from residents. Rethink the whole boundary issue. Areas too big. Keep it simple and it will work. Councillors need budget to improve area. Keep residents informed.

A view that after Scrutiny need to feedback to ACs.

Ensure consultation is not about what's already decided.

NJM 28/10/09

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CITY OF PLYMOUTH

Subject: Locality Working
Committee: Cabinet
Date: 19 January 2010
Cabinet Member: Councillor Brookshaw
CMT Member: Director for Community Services
Author: Nick McMahon & Pete Aley
Contact: Tel: (01752 (30)) 4335
e-mail: nick.mcmahon@plymouth.gov.uk
Ref: NJM
Part: I

Executive Summary:

Changes are proposed to the way the Council engages with the public and delivers services. The “Locality Working” model aims to improve the way we work with other service providers, to respond to issues identified by councillors on behalf of their communities, and to deliver solutions in liaison with councillors.

We have been working with our partners to improve co-ordination across different service providers. To help achieve this, the Local Strategic Partnership has identified six “Localities” within Plymouth, so that services can organise around consistent boundaries. Each Locality consists of a number of Plymouth’s 43 Neighbourhoods which are based on well-established natural boundaries, recognised by local people.

Locality Working introduces Service Co-ordination Teams from key council and other services. Each of the six Localities would have its own Team pulled together by a senior Locality Lead. The Team would be dedicated to responding to priorities which need joint agency working to resolve.

The existing Area Committee system would be replaced by community engagement at a Neighbourhood level, to make it easier for communities to become involved in decision making and be better informed. Each Service Co-ordination Team’s agenda would be set by a lead councillor, appointed for each of the Neighbourhoods in the Locality, and responsible for identifying priorities and agreeing solutions with the Team Lead. The councillor would be supported in identifying priorities by attendance at strengthened Neighbourhood PACT meetings (Partners & Communities Together) and an analysis of a range of other community views and issues from their Neighbourhood.

Locality working will inevitably evolve according to local circumstances, priorities and needs, however its introduction will address three Corporate Improvement Priorities (‘CIPs’), aim to better engage communities at Neighbourhood level, putting councillors at the forefront of this process, and set up new cross-service dedicated teams at Locality level. Recommendations are made which, if agreed, can be referred to Full Council on 1st February 2010.

Corporate Plan 2009-2012:

The report delivers Corporate Improvement Priority ('CIP') 4 'Reducing inequalities between communities' – Key Milestones: 'Carry out feasibility study on city wide model for locality and neighbourhood working in partnership with LSP' and 'Make recommendations on Council's approach to locality and neighbourhood working in liaison with LSP'.

The report also delivers aspects of CIP 1: 'Improving Customer service' and CIP 2: 'Informing and involving residents'. The activity described in the report underpins priorities laid out in CIP2, which focuses on residents' sense of influence over local decision-making (National Indicator (NI) 4) which is closely linked to delivery of the 'Duty to involve'.

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

The model for locality working is based on better co-ordination of existing Council and partner resources, rather than additional resourcing: staff resources will be drawn from Health and Police, not just the City Council and there is no proposal to recruit additional staff. The operation of Locality working will therefore be met from within existing budgets.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

An Equalities Impact Assessment has been undertaken. This concludes that Locality working should have a positive impact for all Equalities groups, by encouraging greater community involvement, involving a range of communication techniques. Nevertheless challenges exist and actions have been identified to encourage maximum participation across all six equality strands.

Recommendations & Reasons for recommended action:

It is recommended that the Cabinet:

1. Supports the introduction of Locality working according to the model proposed, in particular:
 - By appointing a lead councillor for each Neighbourhood with responsibility for raising community priorities relevant to Locality working and agreeing solutions with Locality Service Coordination Teams (LSCT). The work of the LSCTs being guided by these priorities plus any strategic priority identified by the LSP Executive.
 - Wherever possible, the lead ward councillor for each Neighbourhood to be allocated by agreement amongst the party with the majority amongst those councillors with wards which cover the Neighbourhood. Where necessary, Party Leaders and Independent councillors to be involved to reach agreement on the allocation of ward councillors to the relevant Neighbourhood lead role. Arrangements to be reviewed annually.

- The establishment of six Locality Service Coordination Teams (LSCTs), with representation from key services covering: Community Safety, Children & Young People, Health & Adult Social Care, and Street Services; with additional services represented where locally required.
- Each Team having a Locality Lead, a senior person to be appointed from the Local Strategic Partnership (LSP) partner organisations, who would have this responsibility in addition to their current role.
- The work of the LSCTs to focus on prioritised more complex problem areas or issues that require a joined-up response (i.e. that cannot be sorted direct by individual services).
- Replace Area Committees with strengthened neighbourhood engagement, including enhanced PACT (Partners and Communities Together) initiatives, web-based consultation, liaison with neighbourhood organisations, Third Sector involvement (voluntary, community and charitable organisations), questionnaires and surveys, and other appropriate neighbourhood based methods.
- To support Localities working, information should be available covering local issues, feedback from consultation and community engagement, and data on city-wide priorities, all disaggregated at Neighbourhood and Locality levels in a way that can inform decision-making and service responses.

Reason: To deliver the twin objectives of Locality working: improved service delivery and more effective community engagement, and in the process making a significant contribution to local partners' delivery of the 'Duty to involve'.

2. Recommends to Council that Area Committees are discontinued, with effect from 1st June 2010, and that consequential changes to the Constitution are made to reflect this; Area Committees to be replaced with strengthened community engagement mechanisms at Neighbourhood level as outlined in the Locality working model; Area Committee functions to be delivered direct by the Portfolio holder in consultation with ward members.

Reason: Feedback from consultation and the Overview and Scrutiny Management Board suggest that Area Committees are not an effective means of community consultation and engagement, and that strengthened and more diverse arrangements at Neighbourhood level provide a better option. The model for Locality working encompasses this.

3. Agrees to delegate to the Director of Community Services, in consultation with the LSP, the conclusion of details of locality working including terms of reference for the LSCTs and the development of PACTs, role profiles and working arrangements.

Reason: These are matters that need to be developed in partnership with other organisations and are detail that can be best resolved at officer level.

4. Agrees to keep Locality Working under constant review and to requests a Scrutiny Task and Finish Group be established 12 months after implementation to formally review progress.

Reason: To report on performance against original aims and to review the effectiveness of working arrangements and Neighbourhood engagement.

Alternative options considered and reasons for recommended action:

1. Not to proceed with the proposals for Locality working.

Reason: This would not deliver CIP4, nor take account of the Overview and Scrutiny Management Board’s recommendations. In addition the Council and partners would risk not delivering required improvements to customer satisfaction and the public’s ability to influence services (as evidenced by the findings of the Place Survey).

2. To replace Area Committees with Locality Partnerships rather than the Neighbourhood arrangements proposed.

Reason: This would not take account of the majority of responses to consultation nor the Overview and Scrutiny Management Board’s recommendations.

Background papers:

‘Locality Working’: Background Paper attached.

Minutes of the Overview and Scrutiny Management Board, 2 December 2009:

[http://www.plymouth.gov.uk/mgInternet/Published/C00000911/M00003682/\\$\\$Supp1506dDocPackPublic.pdf](http://www.plymouth.gov.uk/mgInternet/Published/C00000911/M00003682/$$Supp1506dDocPackPublic.pdf)

[http://www.plymouth.gov.uk/mgInternet/Published/C00000911/M00003682/\\$\\$Minutes.doc.pdf](http://www.plymouth.gov.uk/mgInternet/Published/C00000911/M00003682/$$Minutes.doc.pdf)

Sign off: comment must be sought from those whose area of responsibility may be affected by the decision, as follows (insert initials of Finance and Legal reps, and of HR, Corporate Property, IT and Strat. Proc. as appropriate):

Fin	CoS F SC9 10 001	Leg	LT1 088	HR	KB	Corp Prop		IT		Strat Proc	
Originating SMT Member: Peter Aley, Assistant Director, Safer Communities											

Locality Working

Background Paper for Cabinet Meeting, 19 January 2010

1. Introduction and Background

- 1.1 This report proposes some changes to the way the council engages with the public and delivers services. The “Locality Working” model aims to improve the way we work with other service providers, to respond to issues identified by councillors on behalf of their communities, and to deliver solutions in liaison with councillors.
- 1.2 Locally we need to improve public satisfaction about services and people’s ability to influence things, as evidenced in the findings of the Plymouth Place Survey 2008/9. We have been working with our Local Strategic Partnership (LSP) partners to improve co-ordination across different service providers. To help achieve this, the LSP has identified six “Localities” within Plymouth so that services can organise around consistent boundaries. Each Locality consists of a number of Plymouth’s 43 Neighbourhoods which are based on well-established natural boundaries, recognised by local people (see map, Appendix 1).
- 1.3 Consultation on the concept of Locality Working started in July 2009 and involved:-
- hard copy and web-based consultation (over 12 weeks in line with the Compact);
 - an event with Third Sector organisations;
 - consultation with Area Committees;
 - discussion with key practitioners;
 - an Overview and Scrutiny Task and Finish Group.
- 1.4 Practice elsewhere was also examined including some areas which have recently been awarded ‘Green Flags’ by the Audit Commission for community involvement (see Appendix 2).
- 1.5 The proposals are based on consultation results (see Appendix 3), good practice and recommendations made by the Overview and Scrutiny Management Board following scrutiny undertaken by the Task and Finish Group.

2. What’s being proposed?

- 2.1 Locality Working introduces Service Co-ordination Teams from key council and other services. Each Locality would have its own Team pulled together by a senior Locality Lead. The Team would be dedicated to responding to priorities which need joint agency working to resolve.
- 2.2 Each Team’s agenda would be set by a lead councillor, appointed for each of the Neighbourhoods in the Locality, and responsible for identifying priorities and agreeing solutions with the team Lead. The councillor would be supported in identifying priorities by attendance at strengthened Neighbourhood PACT meetings (Partners & Communities Together) and an analysis of a range of other community views and issues from their Neighbourhood. Appendix 4 shows the model in diagrammatic form.
- 2.3 An example of an issue which might be resolved under the Locality Working model, is a run down area which is attracting graffiti and anti-social behaviour from young people. This may have been raised at a PACT meeting or by local community groups (or both) and is likely to appear in the regular Neighbourhood analysis of key issues.

The lead councillor for the Neighbourhood could raise this as a priority, with the Lead for the Service Co-ordination Team. The Team would then work with the councillor to agree a solution within resources available. This would probably involve most of the services represented on the Team, for example to co-ordinate a clean-up, ensure positive activities for young people and deliver effective enforcement, with input from youth services, police, street services, Anti-Social Behaviour Unit etc. The lead councillor would then feed back on progress to the PACT, local groups and via other media as appropriate.

- 2.4 There are good examples of the effectiveness of joined-up working across services, such as the recent coordinated approach to night time economy issues in the Barbican.

3. How will Lead Councillors be identified and work?

- 3.1 One councillor would be identified as the lead for Locality Working from each Neighbourhood to act as an advocate for that Neighbourhood, identifying priorities and agreeing responses for the Service Co-ordination Team to work on. It is envisaged that these councillors would meet with their Locality's Service Co-ordination Team a few times during a year but, over time, working relationships based on problem resolution outside meetings should become more commonplace. Councillors would also have a role in feeding back on progress to communities.
- 3.2 Wherever possible, the lead ward councillor for each Neighbourhood would be allocated by agreement amongst the party with the majority amongst those councillors with wards which cover the Neighbourhood. Where necessary, Party Leaders and Independent councillors would be involved to reach agreement on the allocation of ward councillors to the relevant Neighbourhood lead role. Arrangements would be reviewed annually.

4. Who would be on Service Co-ordination Teams?

- 4.1 Service Coordination Teams in each Locality would involve senior people from four key services - Community Safety, Children & Young People, Health & Adult Social Care, and Street Services. Representatives from other services could be included as required, for example Plymouth Community Homes in South West Locality. Highway staff could also be involved as required to help resolve specific issues being worked on. Where Neighbourhood management arrangements are currently in existence, e.g. Devonport, it may also be appropriate for the Neighbourhood Manager to join the Locality Service Coordination Team.
- 4.2 The Neighbourhood Regeneration team will support Locality working through its focus on enhanced working in the most deprived neighbourhoods (predominantly in the South West Locality). This will include continued working in North Prospect and Stonehouse but by making efficiencies and re-focusing the service within existing resources, consideration is also being given to extending the number of neighbourhoods and to providing a resource that can respond to specific citywide pressures.
- 4.3 It is envisaged that the Team will develop knowledge of their Locality and effective links with other key practitioners, and be able to work in an informal and flexible way, minimising the need for formal meetings.

4.4 Each team would be led by a Locality Lead. This senior person would be the link with lead councillors for the Neighbourhoods in their Locality, ensuring the Team maintains a focus on responding to the priorities agreed by these councillors.

4.5 The Team (including the Lead) would be existing staff dedicated to improving efficiency, joint problem-solving and customer focus, so there would be no additional resource implications for the City Council.

5. What will Service Co-ordination Teams do?

5.1 Service Co-ordination Teams would focus on tackling issues which reflect a breakdown of services across different agencies or more complex cross-cutting matters prioritised by the lead councillors (see example in 2.2). Straightforward service requests and complaints (for example, an individual householder's refuse collection) would continue to be directed to relevant services, and would need to be 'filtered' from the agenda of the team. The number of issues tackled at any one time would need to be limited. This would require close cooperation between Locality Team Leads and lead councillors for the Neighbourhoods to ensure only appropriate issues, covering limited priorities, are referred to Locality Service Coordination Teams. This would help manage expectations effectively.

5.2 The LSP may also want the Team to address one or two priorities set strategically, for example where poor performance of a Local Area Agreement target is particularly relevant to that Locality.

5.3 Draft Terms of Reference for the Team's work are set out in Appendix 6. It is not intended that the Teams would have delegated powers, nor a separate budget. However it may be appropriate for the Locality Teams in consultation with relevant councillors to make recommendations to the Portfolio holder on the distribution of the Local Environment Fund or similar funding. Any decisions taken will need to be in line with schemes of delegation set out in the Constitution.

6. How will community engagement work as part of the Locality model?

6.1 Locality working would be based on good community engagement at Neighbourhood level across Plymouth. The model proposes a strengthening of the existing Partners and Communities Together (PACT) initiatives, established by the Police and already based on Neighbourhoods, as a means of supporting lead councillors identify priorities. However this would be supplemented by a much wider range of methods which could include: feedback from Third sector groups including voluntary, community and charitable organisations; web-based feedback; community meetings; engagement with schools and youth groups; questionnaires / surveys; analysis of existing consultation by Neighbourhood; access points via existing buildings/groups; feedback from councillor surgeries.

6.2 The proposal to enhance PACTs is not about establishing more formal processes, and new arrangements should be kept as informal as possible, i.e. without formal minutes and agendas

6.3 By providing a choice of involvement opportunities beyond just meetings, the proposal seeks to engage a wider cross section of communities and provide a process by which their views and feedback can be channelled to effect service improvements. Where recognised Neighbourhood arrangements involving local residents exist, for example

the Devonport Neighbourhood Board, these would also be a key part of engagement methods. Information and data about each Neighbourhood would be packaged in a way that provides effective analysis of community views and issues outside of priorities raised at PACT meetings. Together the two processes would better equip councillors to advocate for their whole communities. Consideration is also being given to allocating existing staff to support members, and there would also be a need for Learning and Development support.

- 6.4 This proposal reflects a clear message from consultation and evidence presented by the Overview and Scrutiny Management Board that:-
- Community engagement is only likely to be effective at a Neighbourhood level rather than Locality level and that formal meetings are unlikely to engage more than a committed few individuals except on single controversial issues;
 - Area Committees are not operating effectively as a means of community engagement;
 - People are more likely to engage with service providers on issues affecting the area close to where they live, i.e. their neighbourhood, or voice opinions through their own networks and interest groups, rather than attending 'Council-type' meetings;
 - A range of methods need to be employed in order to engage as many community groups and interests as possible.
- 6.5 Recommendations of the Overview and Scrutiny Management Board together with responses, are shown in Appendix 7.
- 6.6 The proposal is therefore based on strengthened neighbourhood engagement to replace existing Area Committees and is a change from an original suggestion of creating new Locality partnerships which was considered during consultation. It is therefore proposed that Area Committees should be discontinued. The current functions of the Area Committees (set out in Part 5 of the Council's Constitution) are set out in Appendix 8. The functions where currently operating can be dealt with direct by the Portfolio holder in consultation with ward members. In return a more responsive engagement model is proposed, alongside a new Locality based team better able to react to community issues. There would be no additional cost arising from ward members attending PACT events (this would be covered by the existing members' allowance scheme) instead of Area Committees. There would therefore be no additional resource implication for the City Council.

7. Timetable & Conclusions

- 7.1 The proposed date for formally starting Locality working is 1st June 2010.
- 7.2 The proposed model of Locality Working has potentially significant benefits for Plymouth, in respect of improved service delivery and effective use of resources. Inevitably the detail will evolve according to local circumstances, priorities and needs. Generally, however, the proposals take on board consultation feedback and they align very closely with the Overview & Scrutiny Management Board's recommendations. Proposals can be implemented without additional impact on the Council's budget and will help address Corporate Improvement Priorities, notably CIPs 1, 2 & 4. Implementation should be kept under constant review with a formal review undertaken after 12 months of implementation.

Appendix 1

Map of Plymouth Localities and Neighbourhoods



Appendix 2 Overview of Practice Elsewhere

Local Authority	Locality/Area Governance	Service Coordination	Involves other public services?
Blackburn with Darwen	5 Area Agency Partnerships	5 Areas, each with coordinator and dedicated team	Police, voluntary and community sector
Coventry	3 large Neighbourhood Management areas, also Ward forums	Each area has Neighbourhood Management Team	Coterminous with Police areas
Kirklees	7 Localities, each has a Champion. Also Area Committees	Locality Lead and Locality Manager for each	Police, health and fire
Leeds	10 Area Committees	3 Area Teams	Ties in with police and PCT operational boundaries
Newcastle upon Tyne	26 Ward Committees	Localised approach to environmental services	Yes
Newham	Areas: Community Lead Councillor for each. Plus 'Active Community' team of residents.		
Nottingham	20 Ward Forums	Neighbourhood Action Officer for each ward, supported by N'hood Action Team. Area Managers cover several N'hoods.	Yes multi-agency
Salford	8 large Neighbourhoods; Community Committee for each, each has annually reviewed Community Action Plan	Assistant Director level Coordinator for each; Neighbourhood Manager & support team for each	Neighbourhood Partnership Board involves all services, ensures services delivered
Sheffield	7 Community Assemblies proposed	Each Assembly will have staff team (Core Assembly Team) of 5 people	Involve all agencies and third sector through a Partner Panel
S. Tyneside	6 Areas, each has Community Area Forum		
Swindon	7 Cluster Areas each with Cluster Forum (LSP initiative)	Each has Cluster Lead appointed (all local authority)	Police represented at Fora
Tower Hamlets*	8 Local Area Partnerships (LAPs) incl. 'You decide!' funding programme.		Yes
Wiltshire*	18 Area Boards		Yes
Wolverhampton	15 Local Neighbourhood Partnerships	LNP dedicated team incl Manager	

* Green Flag for engaging local people

Appendix 3
Locality Working
Summary of Consultation Responses

Feedback from Public Consultation

(30 RESPONSES RECEIVED ON CONSULTATION PORTAL; ADDITIONAL 4 LETTERS)

Q1 – Set up 6 Locality Teams/4 key services?

67% of Portal responses recorded yes. Whilst 3 feel this is a waste of time and money, and another states existing services are effective, many emphasised the need to involve local residents, local community groups, employers and schools in locality working. Another stressed the need for equal involvement across services and a further clear involvement of Third Sector on equal partnership. Other services that need to be considered include housing, transport, open spaces, culture, sport, education.

Q2 – Led by Champion, assisted by coordinator?

47% of Portal responses recorded yes. Whilst 3-4 think this is a waste of time, others suggested the use of re-trained Council staff. One felt the team needs to be well resourced and have clear accountability. One felt the Champion should have sufficient clout to see things delivered and to be accountable to the Locality Partnership. There was a view that the Champion should not have political allegiance, but could possibly be a local resident or community activist. Another suggestion to wait until the initiative is established before appointing. Some unease about the term 'champion', and the need to involve young people was stressed.

Q3 – Replace 8 Area Committees with 6 Locality Partnerships?

60% of Portal responses recorded yes. There is concern about accountability and the constitutional basis, also the need for more openness, consultation and accessibility. A concern that councillors roles diminished. The question of devolved budgets was raised, as was the need for a local base regularly staffed. Third sector organisations to be elected as per Third Sector Strategy. The differing needs of localities was mentioned. What would happen to the AC's current important agenda (traffic orders etc)? Two opposing views on whether PACTs should be independent or alongside. Another that fewer partnerships should be the aim.

Q4 – Involving local people.

A big emphasis on speaking to local residents, advertising meetings and keeping people informed through news sheets, media, web, etc. Councillors to consult more, not just before elections. Involve people of all age groups. People will want to see early results. Set up a residents' forum within each locality.

Q5 – What information is needed?

The main source should be residents, schools, community groups. Especially residents. Local needs, range of people, problems all need defining. Need to work with partners, eg police, highways, health.

Q6 – Governance arrangements?

A few suggested the locality team should have decision power over only low priority issues, another that there should be agreed powers of delegation. A view that the team should act as an interface, making representations, rather than decisions. A suggestion that a Locality Service Plan be prepared, also the need for a devolved budget. Concern about accountability, and once again the need to have resident input.

Q7 – Any other comments?

The following are emphasised: communication with residents more widely, accessibility, avoid duplication with what's done already, recognise views of Area Committees, Partnerships to have the ability to scrutinise how budgets applied and Third sector involved, and need for careful monitoring. A view that the proposal needs to incorporate the principle of priority neighbourhoods.

Feedback from Task & Finish Group Questionnaire Responses

(9 RESPONSES RECEIVED TO 28/10/09).

Q1 – Set up 6 Locality Teams/4 key services?

77% recorded yes, 0% no. Need regular newsletters, feedback from the community, involve university in SE locality. Other services suggested to be covered: security, housing maintenance, social divide, planning and transport.

Q2 – Led by Champion, assisted by coordinator?

44% recorded yes, 10% no. Champion needs to have commitment and ability, recognise needs of low income families, work alongside Area Committees (ACs), councillors could be Champions, should be a Community champion and not recompensed. Coordinator could volunteer for free.

Q3 – Replace 8 Area Committees with 6 Locality Partnerships?

44% recorded yes, 22% no. A view that Neighbourhood level is preferred and most effective level of community engagement (PACTS work well at this level), so need two tier system. Localities are based on school catchments, these are irrelevant: suggestion of four way split to create 4 strategic areas.

Another disagreed with boundaries.

PACTS should continue. Localities too big for community to be heard. Develop ACs to take on new role. Regular newsletters needed, need regular meetings with police.

Q4 – Involving local people.

Emphasis on well publicised meetings, accessible, central venues, use questionnaires, door to door inquiries, work together, have flexible agendas, draw up a plan, support active tenants organisations, link with community anchors.

Q5 – What information is needed?

Statistical information, information from areas, record of what work is being done, local knowledge, disability issues, need full range of information from all services.

Q6 – Governance arrangements?

Decisions should be based on necessity and consensus. All services to be covered. Listen to community views. Need delegated budget, decide where finances spent.

Q7 – Any other comments?

AC experience is of very low attendance from residents. Rethink the whole boundary issue. Areas too big. Keep it simple and it will work. Councillors need budget to improve area. Keep residents informed.

A view that after Scrutiny need to feedback to ACs.

Ensure consultation is not about what's already decided.

Feedback from Area Committees

6 Committees have considered the matter to date.

Budshead, Honicknowle & Southway 30/09/09

- Overall positive about concept of joined-up approach
- Concern about split of some areas
- 18 councillors in one locality
- Lack of consultation – LSP not elected
- Need to engage residents better

Compton & Peverell 28/09/09

- LSP not elected, should have consulted on boundaries

- Central/NE too big, no common agenda
- Police having trouble with these work areas.

Drake, Efford, Lipson, Sutton & Mount Gould 10/09/09

- How to involve residents more
- Need Action Plan to see where this is going
- Need better publicity
- Extend consultation period.

Ham & St Budeaux 16/09/09

- Concern about boundaries – Ham split 3 ways
- How was this agreed
- Concern Area Committees will be less focussed
- Concern meetings need to be held in areas where people can access them
- Need for creativity in involving residents
- Concern about lack of youth provision

Plympton 14/09/09

- Support
- An opportunity to improve communication
- Consider a Town council
- Concern about length of meetings
- What are other local authorities doing?
- Please feedback to the Committee

Plymstock 21/09/09

- Concern about access to services
- Concern LSP not democratically elected
- Will it happen?

Eggbuckland & Moorview 17/11/09

- Objections to the size of the Central and NE Locality
- Eggbuckland would be swallowed up

Devonport, Stoke, St Peter & Waterfront 24/11/09

- Localities too big and concern at boundaries not coterminous with wards
- Our Area Committee is not supported by members of the public
- Supported work of Scrutiny Task & Finish Group: makes sense for agencies to work together at Locality level, but community involvement needs to be done at neighbourhood level.

Feedback from Plymouth Third Sector Consortium Workshop

PLYMOUTH THIRD SECTOR CONSORTIUM 16/09/2009

WORKSHOP ON LOCALITIES

FEEDBACK FROM DISCUSSION GROUPS; SUMMARY

About 20 people attended this workshop. There were four discussion groups.

Q1 – Set up 6 Locality Teams/4 key services?

50% of groups recorded yes. Other services that need to be considered include housing, transport & highways, regeneration and economy, disability & the elderly, inclusion issues.

The team needs to include a link person from the main services.

Q2 – Led by Champion, assisted by coordinator?

50% recorded yes. Champion must have local knowledge, spend time locally, hear community views, have authority, be politically neutral. They must be multi-sector, could be a volunteer. Concentrate on where things not working.

Q3 – Replace 8 area committees with 6 locality partnerships?

75% recorded yes. On the one hand, involve local people – particularly young people, be accountable & transparent, on the other avoid tribalism. PACTS to feed in. A 'round table' rather than a 'top table' approach suggested. Consider splitting Central/NE – too big.

Q4 – Involving local people.

Liked the idea of a Partnership team consulting while the coordination team got on with 'doing'. Devolved decision making needed. Good communication needed, using local resources. Consider translation needs.

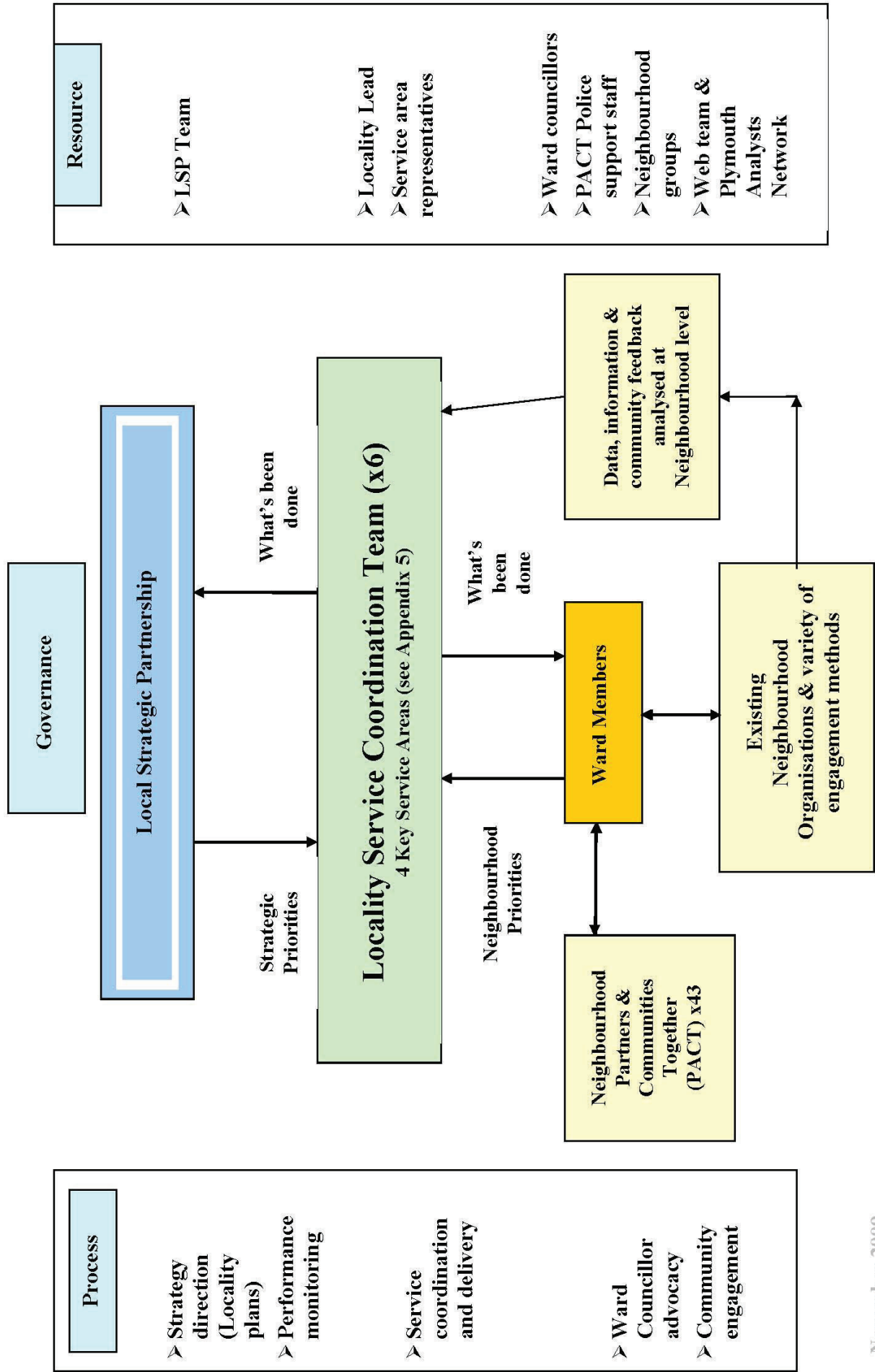
Q5 – What information needed?

A robust needs analysis was suggested together with local knowledge and networking.

Q6 – Governance arrangements?

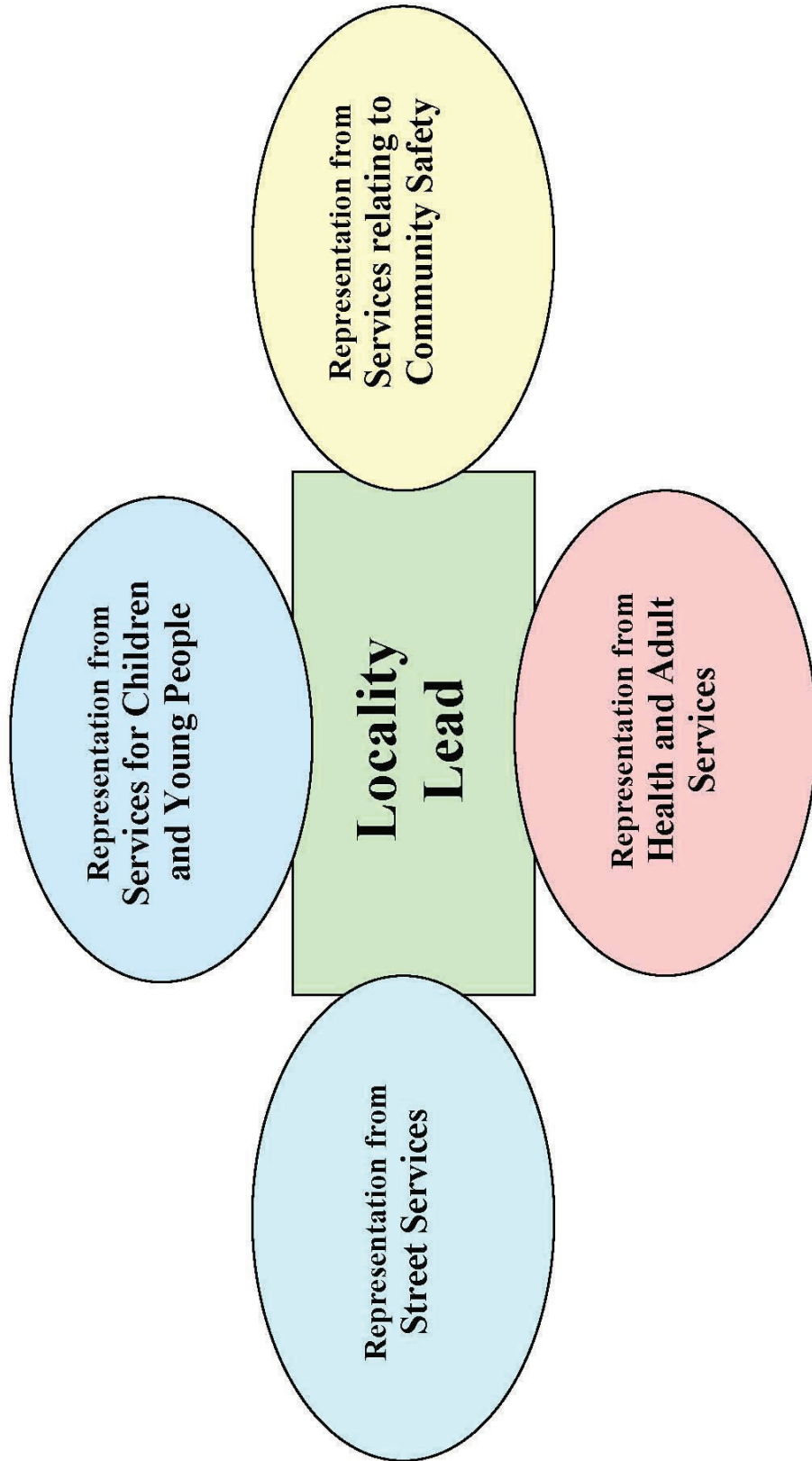
Localities need on the one hand to have teeth, have devolved decision making, be different from what's gone before, on the other there should be no conflict of interest. There should be realistic control of budget but with financial accountability.

Appendix 4: Locality Working Diagram



November 2009

Appendix 5: Locality Service Coordination Team Diagram



Appendix 6

Locality Service Coordination Teams: Draft Terms of Reference

Purpose

To provide leadership and guidance, facilitating a joined-up approach to service delivery within the Locality.

To deliver those key priorities and projects identified strategically by the Local Strategic Partnership through the locality plan and locally by neighbourhoods via ward councillors.

Services to be covered

Community Safety, Children & Young People, Health & Adult Social Care, Street Services; with additional services represented where locally required.

Key Roles for the Team

- Promote effective multi-agency working in the Locality reflecting priorities
- Promote team working, joined-up approaches and communication within the Locality
- Improve the quality of service delivery, 'added value' and public satisfaction
- Improve the targeting of resources in the Locality
- Maintain effective communications with ward councillors
- To receive and act on Locality/Neighbourhood data, information and community feedback
- To monitor delivery and effectiveness including reporting back on performance targets
- Engage in annual review of progress
- Manage expectations

Prioritisation

The team will agree a method to prioritise issues to be worked on. These will involve a limited number of strategic and local issues, as guided by Local Strategic Partnership priorities and neighbourhood feedback via ward councillors.

In addition to priorities identified by the Local Strategic Partnership, issues agreed with the ward councillors that may be prioritised by the team include:

- A service failure which requires different services to work together in a more joined-up way in order to resolve
- A persistent problem which needs multi-agency input to resolve e.g. a run-down area attracting anti-social behaviour
- Community tensions or poor levels of community cohesion

Issues that will not be dealt with by the team include:

- Individual service requests/complaints that can be dealt with direct by relevant services
- Planning applications
- Traffic regulation orders
- Issues that require significant resources beyond agreed budgets
- Issues that have not been prioritised

Membership

Locality Lead, and:

- Children's Services locality manager
- Locality Commissioning Group representative
- Adult Social Care manager
- Plymouth Primary Care Trust representative
- Community Safety Officer
- Anti-social behaviour officer or champion (to be confirmed)
- Devon & Cornwall Police Inspector(s)
- Street Scene and Environmental Services Supervisor

Additional members appropriate to the Locality or for specific issues, for example Plymouth Community Homes representative, Fire service representative, Neighbourhood Manager, Plymouth Transport & Highways Area Technician.

Frequency of meetings and team communications

To be determined by the Locality Lead, in liaison with team and ward councillors.

Reporting requirements

- Annually to the LSP Executive.
- Regularly to ward councillors (as determined by agreement).

Neighbourhood Profiles

The Plymouth Analysts Network (PAN) will provide an annual update of the Neighbourhood and Locality Profile to assist in the work and performance management of the team. Ad hoc analysis and reports may be produced between annual reviews, by agreement between PAN and the Locality Lead.

Delegated Powers and Budgets

It is not intended that the Team will have any delegated powers nor a separate budget. However it may be appropriate for the Locality Teams in consultation with ward councillors to make recommendations to the Portfolio holder on the distribution of the Local Environment Fund or similar funding. Any decisions taken will need to be in line with current schemes of delegation set out in the City Council's Constitution and Partner Organisations' powers.

Appendix 7

Overview and Scrutiny Task and Finish Group Findings

The Overview and Scrutiny Management Board on 5 August 2009, established a joint task and finish group to review Localities Working, with membership to be drawn from Customers and Communities, Children and Young People and Health and Adult Social Care Overview and Scrutiny Panels. The Task and Finish Group submitted its findings for approval to the Overview and Scrutiny Management Board on 2 December 2009. The findings of the group were endorsed by the Management Board.

Based on the evidence collected, the Board concluded that Localities Working can successfully deliver improvements if it is based on –

- good community engagement at Neighbourhood level;
- improved joining up of key services at Locality level;
- a strengthened role for Ward Councillors as advocates on behalf of communities;
- availability and consistency of relevant data at Neighbourhood and Locality levels.

The LSP's revised proposals for Locality Working and the recommendations in this report closely align with the Management Board's recommendations.

The recommendations agreed by the Board are outlined below, together with the recommended responses:

- Service Co-ordination Teams are formed for each Locality reflecting proposals put out for consultation, i.e. as a minimum, with representatives from four key services, street scene and environment; community safety; health; and children and young people, across partner agencies. This would not preclude a limited number of additional services being represented permanently or on an ad hoc basis, in line with individual Locality requirements. Each team should be pulled together by a senior person (Locality Lead) and this role could be shared across different partners by mutual agreement.
Response: support – recommendations reflect this
- City-wide minimum service standards should be developed to assist Locality Service Co-ordination Teams and standard Terms of Reference should apply to all Teams. Terms of Reference should cover any powers, decision-making, accountability, complaints, and any budget responsibility.
Response: support – recommendations reflect this
- Community engagement to support Localities Working, should be focused at neighbourhood level (i.e. in each of Plymouth's 43 Neighbourhoods) incorporating existing Partners and Communities Together (PACT) initiatives and with strengthened arrangements to involve Ward Councillors and facilitate community involvement. Arrangements should be as informal as possible (in terms of minute-taking etc) avoiding formal support service requirements. This proposal is an alternative to the suggestion made during consultation, of developing new community engagement structures at Locality level. However, the strengthened Neighbourhood arrangements should replace Area Committees which should be disbanded.
Response: support – recommendations reflect this

- Opportunities should be explored to involve Third Sector organisations in facilitation and to feed in community views from different sources e.g. web-based feedback, 'trade fair' events (i.e. not just meetings).
Response: support – recommendations reflect this
- Ward Councillors should act as advocates on behalf of their Neighbourhoods and one Councillor from each Neighbourhood within a Locality should meet regularly with the relevant Service Co-ordination Team to raise issues, receive feedback and monitor progress. These Councillors should feedback to communities at Neighbourhood level.
Response: support – recommendations reflect this
- To support Localities working, information should be available covering local issues, feedback from consultation and community engagement, and data on city-wide priorities, all disaggregated at Neighbourhood and Locality levels in a way that can inform decision-making and service responses.
Response: support – recommendations reflect this
- The Panel also identified the issue of addressing resources in response to need. Although minimum service standards should apply across Localities and pockets of deprivation in more affluent Neighbourhoods should not be overlooked, Locality working should be used to direct resources to priority Neighbourhoods using appropriate data sets to identify need.
Response: although the concept of directing resources against need is supported the allocation of budgets needs to be done through the usual budget-setting process.
- The Panel acknowledged that a review of the progress of Localities Working would be required. It was proposed to set up a task and finish group 12 months after the implementation of this model in order to undertake the review.
Response: support – recommendations reflect this

Appendix 8 Area Committee Functions

Source: Part 5 of PCC Constitution

Ref	Function	Proposal under Locality working
4 (a) a.	Street naming and numbering	Street naming/numbering is currently reported to Area Committees for information only after decision made following consultation with ward members. This will be dealt with in future by the Portfolio holder in consultation with ward members.
4 (a) b.	Traffic Orders and Highway matters	These matters will be dealt with in future by the Portfolio holder in consultation with ward members; with current public consultation arrangements retained (eg advertising of Traffic Orders)
(b)	To make decisions on such other matters as shall from time to time be delegated to Area Committees by Council or Cabinet	One current example is the Local Environment Fund; this could in future be managed by the Locality Lead in consultation with Neighbourhood/Ward members against Locality priorities
(c)	To be consulted upon, and have their views considered, in relation to the preparation of corporate plans for the provision of works, goods or services	One recent example was the refreshing of Corporate Improvement Priorities, however public attendance was often very low and Area Committees are not considered to be a particularly effective consultation method. An example of a much more effective consultation has been the recently staffed stall in Drakes Circus mall.
(d)	To be notified of annual delegated spending plans including playgrounds and bidding arrangements	This does not occur in any consistent way currently. Where there is an area based issue this will be dealt with by the Portfolio holder in consultation with ward members.
(e)	To act as a consultee for planning applications.	Consultation with Area Committees does not currently happen owing to the timescales between meetings. Therefore no change in working practice. Note however there is very extensive, an effective, consultation carried out on the Local Development Framework, using a variety of methods, venues and events.
(f)	To consider the public on issues of importance for the area of the committee and make recommendation to the Cabinet or other relevant committee or officer.	This can be done through the process of Neighbourhood engagement described in the report, or ward members can raise issues direct with Portfolio holders or officers as at present.