CITY OF PLYMOUTH

Subject:	Locality Working
Committee:	Cabinet
Date:	19 January 2010
Cabinet Member:	Councillor Brookshaw
CMT Member:	Director for Community Services
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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/$$Supp1506dDocPackPublic.pdf
http://www.plymouth.gov.uk/mgInternet/Published/C00000911/M00003682/$$$Minutes.doc.pdf

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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.
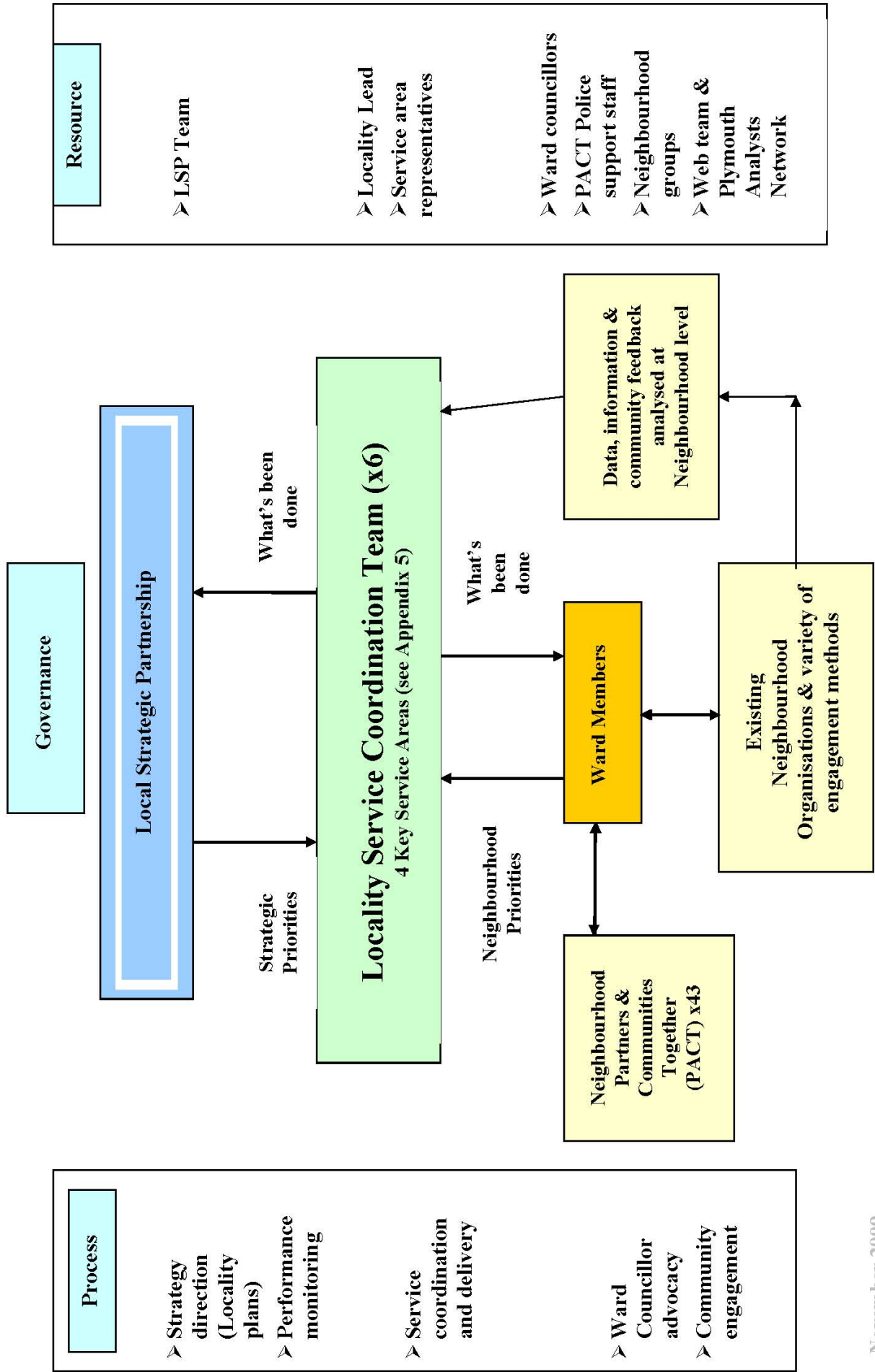
Q5 – What information needed?
A robust needs analysis was suggested together with local knowledge and networking.
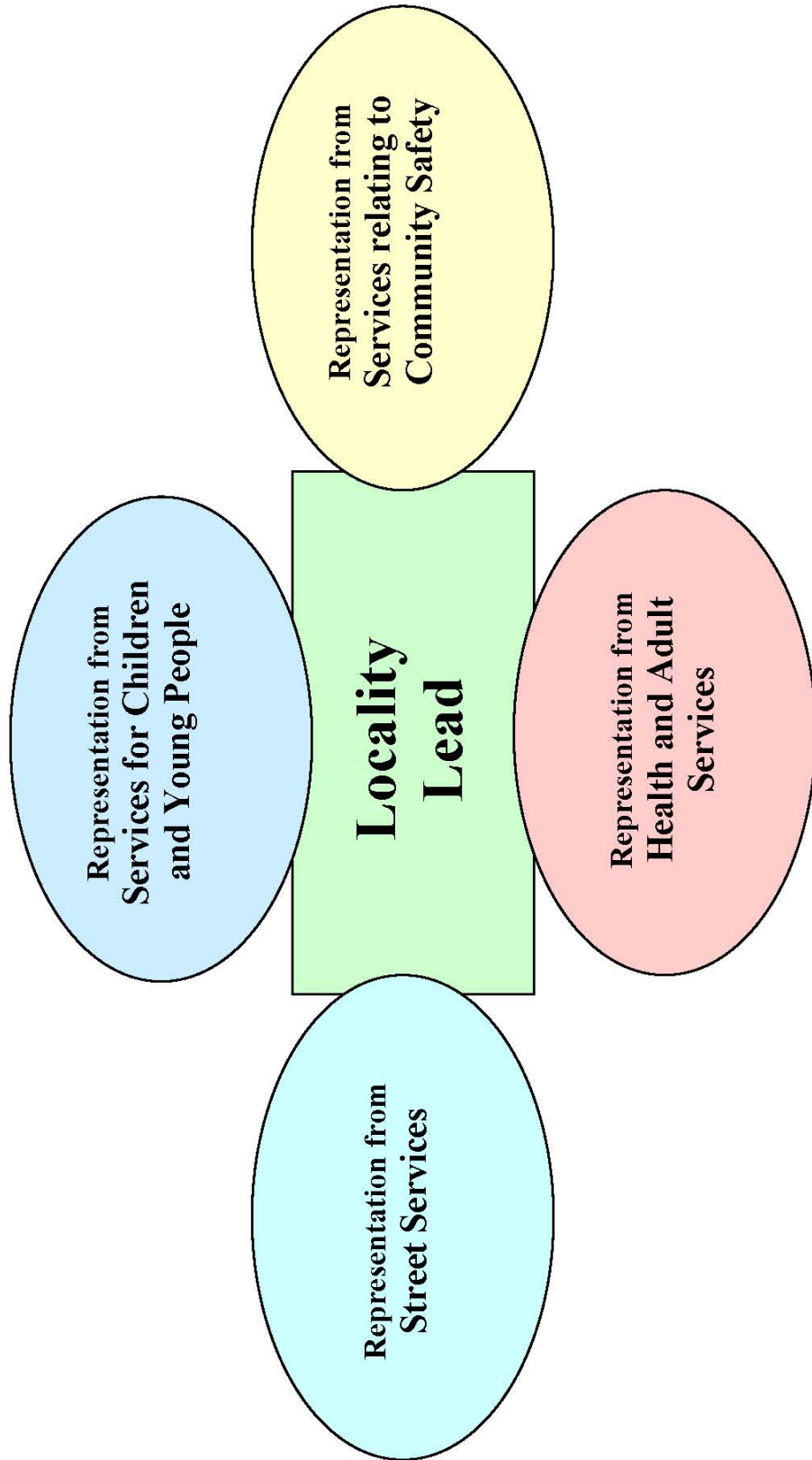
Q6 – Governance arrangements?
Localities need on the one hand to have teeth, have devolved decision making, be different from what's gone before, on the other there should be no conflict of interest. There should be realistic control of budget but with financial accountability.

Appendix 4: Locality Working Diagram

Resource

- LSP Team
- Locality Lead
- Service area representatives
- Ward councillors
- PACT Police support staff
- Neighbourhood groups
- Web team & Plymouth Analysts Network

Governance

Local Strategic Partnership

Locality Service Coordination Team (x6)
4 Key Service Areas (see Appendix 5)

What's been done

Strategic Priorities

What's been done

Neighbourhood Priorities

Ward Members

Data, information & community feedback analysed at Neighbourhood level

Existing Neighbourhood Organisations & variety of engagement methods

Neighbourhood Partners & Communities Together (PACT) x43

Process

- Strategy direction (Locality plans)
- Performance monitoring
- Service coordination and delivery
- Ward Councillor advocacy
- Community engagement

November 2009

Appendix 5: Locality Service Coordination Team Diagram

Representation from Services relating to Community Safety

Representation from Services for Children and Young People

Locality Lead

Representation from Health and Adult Services

Representation from Street Services

November 2009

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.