

Understanding of local communities' needs, circumstances and opportunities

Summary of Expectations

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

Introduction

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

Developing this Understanding

72. The CPP should be effective in mobilising the knowledge and resources of all relevant local and national agencies to develop this clear understanding of local needs, circumstances and opportunities, underpinned wherever possible by robust and relevant evidence. This evidence may take the form of data and information from community planning partners. It could, for example, draw from work such as a strategic assessment or needs analysis with detailed evidence and data referenced or annexed where appropriate.
73. The CPP should consider a broad range of sources in identifying intelligence to inform its understanding. For example performance information held in Community Profiles being developed by the Improvement Service will allow the CPP to compare outcomes in its area with those elsewhere in Scotland.
74. Intelligence obtained for other purposes (e.g. information held by equality groups pertaining to groups with protected characteristics, local NHS priorities, development planning) can also be relevant in a community planning context. Further, partners should be willing to share data and other intelligence which helps to build that local picture. Likewise partners should consider how understanding of needs, circumstances and opportunities obtained for community planning purposes can be used in other planning contexts (e.g. health and social care integration, community justice and spatial planning).

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

Applying this Understanding

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

Focus on key priorities

Summary of Expectations

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

Applying this Principle

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

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

Focus on prevention

Summary of Expectations

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

Introduction

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

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

Applying this Principle

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

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

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

Planning for Prevention

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

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

Resourcing improvement

Summary of Expectations

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

Introduction

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

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

Applying this Principle

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

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

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

111. The CPP should take appropriate steps to assure itself that the ambitions it has agreed can and will be met. It should use active and on-going performance management which tests progress towards its priority outcomes, to review whether partners' deployment of resources remains appropriate for meeting its ambitions. It should act on this review, agreeing changes to how partners allocate and use resources where necessary.

112. Where a community planning partner is unable or no longer able to meet collaboratively agreed resource delivery requirements whether as a result of changing external factors or circumstances out with its control (e.g. flooding; major developments for the local economy) then it should explain the change and impact on their resource contribution to the partnership. The CPP can then decide whether any changes are required to how they take forward their agreed priority. This is in keeping with section 7(2) which imposes a duty on the CPP to keep the LOIP under review and where appropriate revise it.

Effective performance management

Summary of Expectations

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

Introduction

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

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

Applying this Principle

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

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

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

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

B: SPECIFIC GUIDANCE ON STATUTORY PLANS

Local outcomes improvement plans

Purpose

125. Section 6(1) of the 2015 Act requires each CPP to produce and publish a Local Outcomes Improvement Plan (LOIP). The LOIP is a key element in the delivery of public service reform at local level. It provides a vision and focus, based on agreed local priorities, towards which CPPs and community planning partners ensure pace of change and decisiveness in impact for communities; develop new and different ways of working and behaviour; take a more systematic and collaborative approach to performance improvement; and apply strong governance, accountability and operating arrangements. In all of this, the LOIP provides a shared and explicit plan for local communities in each CPP area, which binds its signatories.

126. The LOIP also provides the focal point for the issues on which the CPP and partners account publicly to local communities for community planning in their area, in accordance with section 8 of the 2015 Act. This includes on their understanding of local needs, circumstances and aspirations; which themes they prioritise and why; how ambitious and realistic their aspirations are; their impact in meeting these aspirations, and how they involve community bodies in their work.

Content

127. Each new LOIP must demonstrate a clear, evidence-based and robust strong understanding of local needs, circumstances and aspirations of its local communities (section 6(2) of the 2015 Act refers). This should demonstrate understanding of how these needs, circumstances and aspirations vary for different places and population groups in its area. As part of this demonstration of understanding, the CPP should set out in the LOIP which communities in its area (geographical communities and/or communities of interest) experience significantly poorer outcomes, relative to other communities either in the CPP area or in Scotland overall. It should also outline how participation with local communities and the business and third sectors has helped to develop and influence this understanding.

128. The LOIP should then translate that understanding of local needs, circumstances and aspirations into a genuine plan which reflects the CPP's priorities for improving outcomes and tackling inequalities in their area. The LOIP should set out clear and agreed priorities for improving local outcomes and on tackling inequalities, and demonstrate a robust link between these and the CPP's understanding of local needs, circumstances and aspirations. It should show how each local outcome relates to one or more of the National Outcomes, in line with section 4(4) of the 2015 Act.

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

Engagement with Community Bodies

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

Signing Off

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

Reviewing and Updating Plan

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

Locality plans

Purpose

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

Identifying Localities

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

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

Content

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

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

Engagement with Community Bodies

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

Signing Off

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

161. The locality plan is a shared expression of ambitions and related commitments for communities in the identified locality. So every community planning partner listed in Schedule 1 and the relevant local authority whose responsibilities include the CPP area should agree its content. The CPP may choose to include other bodies as signatories, for instance the local Third Sector Interface, community or representative groups or public sector bodies which are not already statutory partners. The separate signature of Scottish Ministers is not required.

162. By agreeing the locality plan, statutory partners are jointly responsible for ensuring the CPP delivers on commitments in the plan. They are also individually responsible for how they act as partners to help ensure that these commitments are fulfilled. The CPP can agree that other signatories can also be jointly and individually responsible for its delivery, if the plan makes this clear.

Reviewing and Updating Plan

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

Regulation

164. The proposed regulation in respect of locality plans focuses on population as the sole basis for determining a locality, with the guidance making it clear that each CPP should use their local understanding of needs, circumstances and opportunities to determine their localities.

165. Each community planning partnership must divide the area of the local authority into smaller areas, section 9(1). The smaller areas must be of such type or description as may be specified by Scottish Ministers by regulation, section 9(2). Each CPP is to identify each geographic locality in their area where persons experience significantly poorer outcomes than those experienced elsewhere in other localities within that area or generally by people section 9(3).

166. The proposed draft regulation is enclosed in the pages immediately following.

2016 No.

COMMUNITY EMPOWERMENT

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

<i>Made</i>	- - - -	***
<i>Laid before the Scottish Parliament</i>		***
<i>Coming into force</i>	- -	***

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

Citation and commencement

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

Localities

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

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

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

[Authorised to sign by the Scottish Ministers]

St Andrew’s House,
Edinburgh
[]

⁽⁴⁾ 2015 asp 6.
⁽⁵⁾ 2004 asp 9.

EXPLANATORY NOTE

(This note is not part of the Regulations)

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

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

Others

Duties on Scottish Ministers to Promote Community Planning

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

Establishment of Corporate Bodies

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

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

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

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

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

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

The Local Government in Scotland Act 2003 part 2 community planning, explanatory notes and guidance

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

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

Commission on the Future Delivery of Public Services (2011)

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

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

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

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

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

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

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

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

CPP Audit

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

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

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

Other Relevant National Strategies and supporting documentation, etc.

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

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

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

Supporting materials to assist Community Planning Partnerships

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

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

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

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

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

Examples of other supports to CPPs

CPP Self Assessment – targeted support for self-assessment and improvement planning in CPPs.

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

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

Data analysis tools(examples)

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

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

Welfare Reform Dashboard – provides data on welfare reform by council and neighbourhood area.

Case Studies

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