

Notebook 1: Overview of Community Planning

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1. Introduction

About the notebooks

This is the first in a series of updated notebooks, designed by the Improvement Service in consultation with CPPs, to provide you with the information, support and guidance that you need to effectively fulfil your role as a CPP Board member. This notebook provides an Overview of Community Planning. It will help you understand the expectations for community planning and what that means for you as a CPP Board member.

Notebook 2 (How to be an Effective Board and Board Member) will provide you with an overview of the roles and responsibilities of CPP Boards and Board members and the skills and behaviours required.

There is also a checklist to support the notebooks, which provides an aide memoire of the key points covered.

Who the notebooks are for

These notebooks have been designed as flexibly as possible to meet the varied needs and roles of different CPP Board Members. You can work your way through both notebooks, or dip in and out of them to access the information you need, as and when you need it. They will complement work already being delivered locally to support the development of your CPP. CPPs can also adapt and tailor these notebooks to reflect their own structures and planning environment.

The notebooks are most likely to be of particular value to members who are new to their role on the Board, rather than more experienced Board members. They may also be useful background information for those whose work contributes to the achievement of the CPP's priorities, particularly those who are part of thematic and/or neighbourhood community planning groups, as well as anyone who requires to develop an understanding of the strategic landscape within which CPPs operate.

The need for public service reform

Public services are on a journey to reshape, integrate and deliver better services to those who need them and to drive improvement activity towards reducing inequalities in life and wellbeing outcomes for some of Scotland's most disadvantaged communities. Without such working, and without public services bringing their collective resources to bear, the challenges facing Scotland's communities, such as getting young people into work, tackling inequalities and giving children the best start in life, will almost definitely persist.

In the context of the increasing demands on public services and declining public expenditure, such working is critical to making prevention the defining feature of how public services work in Scotland and to supporting the delivery of better life outcomes

for people and places, albeit there are a wide range of factors that contribute to life outcomes, not just public services.

Community Empowerment (Scotland) Act 2015

in Scotland Act 2003. Over 10 years later, Scottish Government and COSLA agreed that legislation covering community planning needed to be updated to reflect the expectations described in the Statement of Ambition. The Community Empowerment (Scotland) Act 2015 reflects the policy principles of subsidiarity, community empowerment and improving outcomes and provides a framework which will:

- empower community bodies through the ownership of land and buildings and strengthening their voices in the decisions that matter to them; and
- support an increase in the pace and scale of public service reform by cementing the focus on achieving outcomes and improving the process of community planning.

Community Empowerment (Scotland) Act 2015, Explanatory note, <https://www.legislation.gov.uk/asp/2015/6/notes/division/2>

The [Community Empowerment \(Scotland\) Act 2015](#) received Royal Assent in July 2015. The Act provides a legal framework that promotes and encourages community empowerment and participation, by creating new rights for community bodies and placing new duties on public authorities. The measures in the Act put CPPs on a statutory basis with defined roles and responsibilities, and places new duties on public sector partners to play a full and active role in community planning and the resourcing and delivery of local priority outcomes.

The Scottish Government has issued statutory guidance on several elements of the Act, including [community planning](#) and [asset transfers](#), which took effect in December 2016 and January 2017 respectively. [Guidance on participation requests](#) was published in May 2017.

The Scottish Government's statutory guidance on Community Planning places local communities at the heart of public service delivery and clarifies expectations for CPPs. It sets out expectations about how public bodies work together and with the local community to plan for, resource and provide services which improve local outcomes in the local authority area, all with a view to reducing inequalities.

2. What is Community Planning for?

Overview of community planning

The Community Empowerment (Scotland) Act 2015 requires community planning partners to come together in each local authority area to form a CPP. Under the Act, community planning has a **statutory purpose** focused on improving outcomes, which is explicitly about how public bodies work together and with the local community to plan for, resource and provide services which **improve local outcomes** in the local authority area.



CPP BOARD MEMBER SPOTLIGHT

“The focus of community planning is intended to be on what outcomes are achieved, rather than on who delivers what services. Public services alone will not secure all the improved outcomes which communities may need. Communities, households and individuals must also want those outcomes - such as improved health or educational attainment - for themselves, and must be prepared to co-produce their achievement, or, at minimum, not be resistant to that.”

Community planning is not a new concept in Scotland - it was first given a statutory basis by the Local Government in Scotland Act 2003. An important point to note is that under current legislation **a CPP itself is not a statutory body**. CPPs could become incorporated bodies (legal organisations) under the 2003 Act and this remains the case under the new Community Empowerment (Scotland) Act 2015, but only if all community planning partners agree to it and Scottish Government approves it.

Key reforms to community planning

Overview of CPPs’ Statutory Duties

The Community Empowerment (Scotland) Act 2015 places specific statutory duties on CPPs to improve local priority outcomes and acting with a view to tackling inequalities of outcome across communities within their area. In particular, CPPs are required to:

- prepare and publish a **local outcomes improvement plan (LOIP)**, with CPPs securing participation from communities and community bodies and others, which will involve developing and agreeing a common understanding of local needs and opportunities, setting out the local outcomes which the CPP will prioritise for improvement and developing an effective, shared approach for achieving those outcomes.

- ensure each local outcome is consistent with one or more of the national outcomes determined by Scottish Ministers under Part 1 of the Act;
- identify who will do what, by when, and with what resources;
- identify which geographical areas have communities that experience the poorest outcomes, and prepare and publish locality plans to improve outcomes on agreed priorities for these communities;
- review and report publicly on progress towards their LOIP and locality plans, and keep the continued suitability of these plans under review; and
- take all reasonable steps to secure the involvement in community planning of any community body which it considers is likely to be able to contribute to it. CPPs must in particular have regard to community bodies which represent those communities experiencing socio-economic disadvantage. Statutory partner bodies must contribute funds, staff or other resources to secure that participation. **Participation with communities lies at the heart of community planning – consultation from time to time is no longer enough.**

Overview of specific duties on statutory partner bodies

The Act also places specific duties on statutory partner bodies, linked to improving outcomes, the aim of which is to ensure that all public service organisations which can help the CPP fulfil its core duties takes that responsibility as seriously as its other statutory functions and duties, and that their governance and accountability arrangements reinforce that. These duties include:

- working collaboratively with other partners in carrying out community planning;
- taking account of the LOIP in carrying out its own functions;
- contributing such funds, staff and other resources as the CPP considers appropriate to improve local outcomes in the LOIP; and
- securing the participation of community bodies in community planning.

The Act expands the number of public sector bodies that are subject to these duties. The 2003 Act listed as statutory partners: the local authority, the Health Board, Scottish Enterprise/Highlands and Islands Enterprise (SE/HIE), Police Scotland, the Scottish Fire and Rescue Service and the Regional Transport Partnership. Schedule 1 to the 2015 Act expands the list to include:

- Skills Development Scotland
- the Integration Joint Board (Health and Social Care)
- Scottish Natural Heritage
- Scottish Environment Protection Agency
- Historic Environment Scotland
- a National Park Authority
- Scottish Sports Council (i.e. Sportscotland)

- VisitScotland
- the board of management of a regional college
- a regional strategic body in Further and Higher Education (Scotland) Act 2005.

Running the CPP and making sure it works effectively is now a **shared enterprise**. Under the Local Government in Scotland Act 2003, it was the duty of the local authority alone to facilitate and maintain the community planning process. The 2015 Act introduces duties to support shared leadership and collective governance of the CPP on **named governance partners** - the local authority, NHS board, Scottish Enterprise/ Highlands and Islands Enterprise, Police Scotland and the Scottish Fire and Rescue Service. These duties include:

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

Whilst provisions in the Act underpin community planning, effective community planning requires more than simply complying with these duties. CPPs and partner bodies still need to apply the principles of effective community planning which have been consistently set out in the Statement of Ambition, pronouncements by the National Community Planning Group and audit reports by the Accounts Commission and Auditor General.

Composition and operation of Community Planning Partnerships

There is no standard approach as to how CPPs operate - they operate in different ways and at a range of different levels to meet local needs and circumstances. Typically, all CPPs tend to have a high-level strategic Board, which is sometimes referred to as the Partnership or Alliance, which has overall responsibility for:

- Community planning in the area.
- The strategic oversight of partnership working.
- The development of key partnership strategies, for example, the LOIP which provides a shared 'plan for place' based on evidence of local conditions aimed at reducing inequalities and delivering better outcomes for communities.
- Assuring itself that partner bodies are delivering on ambitions in these strategies, which includes ensuring that partners effectively align how they deploy resources.
- Scrutinising the performance of the CPP to ensure improvement of outcomes and assuring itself that the CPP is managing performance effectively and partners are challenging each other where required.

These Boards vary in size and membership but usually involve local elected members and senior officers from statutory partner bodies and other key partners. A few also involve non-executive members, such as the Chair of the local NHS Board.



SUMMARY - EXPECTATIONS FOR A CPP BOARD AND BOARD MEMBERS

- The CPP Board has agreed shared outcomes based on evidence of local conditions.
- The CPP Board is committed to reshaping, integrating and delivering better public services and to using public resources effectively, to deliver improvements on these shared outcomes.
- The CPP Board is focused on tackling inequalities in outcomes for individuals and communities.
- The CPP Board ensures that local services are designed and resources deployed with and for people and communities.
- The CPP Board has clear governance and accountability arrangements that are understood and implemented by all partners and ensures the CPP applies sound performance management, scrutiny and challenges behaviours.

Whilst the Board has a strategic role for community planning, the majority of partnership planning and delivery happens through a range of executive/thematic/partnership and area/neighbourhood based groups which, although not always apparent are meant to come under the umbrella of the CPP:

- Executive Groups (that support strategic Boards), usually comprising statutory partners with additional governance duties under the Act, and a range of other partners who support the local CPP.
- Thematic/partnership groups typically cover areas such as economic development, children's services, community safety, health and social care, rural and environmental issues, poverty, inequality and deprivation etc.
- Most CPPs have localised their community planning process, so as to create more effective resource for and with localities within their areas, reflecting a local will to see communities more directly engaged in planning for their futures. With the Act introducing duties on CPPs to prepare and publish locality plans to improve outcomes on agreed priorities for those communities that experience the poorest outcomes, locality planning is now a required element of how every CPP operates.

4. Other Relevant Duties under the Community Empowerment (Scotland) Act 2015

The Community Empowerment (Scotland) Act 2016 also provides for a range of associated partnership activity. Two are important for CPPs in terms of enabling community empowerment and actively promoting participation in decision making — Asset Transfers and Participation Requests.

Asset Transfers

The [guidance](#) on **Asset Transfers** has the potential to further enhance community participation. Engaging with communities through this process provides a mechanism through which to fully utilise public assets to improve local outcomes and seek to reduce inequality in areas of disadvantage. Relevant public bodies¹ should now consider the following:

- There is now an incentive for public bodies to be innovative and radical in their approach to community ownership;
- Asset planning should now consider community ownership and adjust estimations for capital receipts accordingly;
- How asset planning activity will be coordinated to ensure the community are fully involved and have an opportunity to participate; and
- Coordinate asset planning across the CPP (where the relevant public bodies are part of the CPP).

Participation Requests

The introduction of Participation Requests, whilst potentially challenging for traditional ways of working, can also be viewed as a positive opportunity to encourage active participation as a matter of course.

This approach seeks to improve understanding of the issues under consideration, utilise the full range of talents within communities and develop sustainable and cost effective improvements. Partnerships should consider the development of a framework and approach that routinely encourages active participation and is likely to reduce the incidence of one-off, reactive participation requests.

¹ Local authorities, Scottish Ministers (including agencies such as Forest Enterprise Scotland and Transport Scotland), Crofting Commission, Further Education colleges which are –incorporated colleges, Health Boards, both regional and Special Health Boards, Highlands and Islands Enterprise, Historic Environment Scotland, National Park Authorities (Cairngorms and Loch Lomond and Trossachs), Regional Transport Partnerships, Scottish Canals, Scottish Courts and Tribunals Service, Scottish Enterprise, Scottish Environment Protection Agency, Scottish Fire and Rescue Service, Scottish Natural Heritage, Scottish Police Authority (who own all land and buildings used by Police Scotland), Scottish Water

Whichever approach is taken, CPPs should consider how they will ensure that:

- Communities are aware of their ability to engage and make a participation request in the outcome improvement process and clearly understand the process for doing so;
- Communities have appropriate administrative, communication and logistical support to arrange meetings, disseminate views, consult on issues, etc., including access to digital or social media support;
- Participation events and opportunities are fully publicised, inclusively organised, and meet high standards of participatory practice; and
- Communities have the opportunity to participate in setting out how public funds can be used to address local need. Support where required, should be given to those with additional barriers to participation.

5. Relationship with Integration Joint Boards

The integration of health and social care services creates a new community planning partner, the Integration Joint Boards formed under the [Public Bodies \(Joint Working\) \(Scotland\) Act 2014](#).

Each integration authority is responsible for ensuring the health and social care needs of vulnerable adults are met, as well as the health and social care needs of children where there is local agreement to include children's services in the partnership arrangement. They are accountable to the local authority and to the health board for how they undertake these responsibilities.

But broader wellbeing depends on more than health and social care services, e.g. feeling safe, having access to amenities and social contact. This brings in a role for other public services through CPPs. It is also through CPPs that public services and communities can work together to prevent vulnerability, including making it easier for people to continue to live active lives and maintain physical and mental wellbeing for as long as possible. As well as making a positive difference to people's lives, the involvement of CPPs in this way can help to moderate future demand for acute health and social care services.

That is why the connection between health and social care integration and broader community planning is important. How CPPs and integration authorities take forward these issues is for them to decide, based on their understanding of local needs, circumstances and priorities.

6. Relationship with Community Justice

The [Community Justice \(Scotland\) Act 2016](#) received Royal Assent in early 2016 and forms a major element in the reform of public services. It takes forward the legislation required to dis-establish Community Justice Authorities and to create a new model for community justice. The new model, established on 1 April 2017, seeks to deliver better outcomes for communities by promoting a collaborative approach to planning and delivery, putting decision-making in the hands of local communities and agencies who are best-placed to assess local needs. There are also arrangements at national level to provide strategic leadership; enhanced opportunities for innovation, learning and development; and assurance on the delivery of improved outcomes.

Local strategic planning and delivery of services using the construct of community planning is central to the new arrangements. The new model will confer planning, monitoring and accountability requirements for community justice on statutory community justice partners.² When preparing their plan, community justice partners need to have regard to the new [national strategy](#), and the [national outcomes](#), performance and improvement framework. The plan must also take account of the LOIP in relation to the CPP area the plan relates to – thus ensuring synergy and alignment of outcomes.

The manner in which community justice partners come together to plan is therefore largely aligned to mechanisms set out in the Community Empowerment (Scotland) Act for CPPs. As well as following similar processes for planning and reporting, there are other important links between community justice partners and CPPs. For example, six of the eight community justice partners are also statutory community planning partners. And community justice partners and CPPs share ambitions of joint working to improve local outcomes, prevent harm and tackle inequalities.

² Local Authorities, Health Boards, Police Scotland, Scottish Fire and Rescue Service, Skills Development Scotland, Integration Joint Boards, Scottish Courts and Tribunals Service, Scottish Ministers (in practice SPS and COPFS)

7. Community Planning Improvement Board

The [Community Planning Improvement Board](#) (CPIB) provides improvement support for community planning in Scotland.

The purpose of the board is to support CPPs to delivery the statutory duties effectively and to make better and more informed decisions that improve the lives of communities across Scotland. They work with community planning partners to understand:

- the leadership, influence, services and approaches that are effective in improving outcomes and reducing inequalities for and with local communities
- the challenges for CPPs including data for evidenced based decision making and capacity
- what support, innovation and/or change is needed to make community planning work more effectively for and with local communities.

Members of the CPIB come from all the main stakeholders in community planning. They include senior representatives from SOLACE, NHS, police, fire, enterprise and skills development agencies, the third sector, Scottish Government, Improvement Service, and community planning managers.

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