

To: Renfrewshire Community Planning Partnership Board

On: 7 December 2016

Report by:

David Amos, Head of Policy and Commissioning, Renfrewshire Council

Review of Community Planning Governance Arrangements

1. Summary

- 1.1 Current community planning governance arrangements have been in place in Renfrewshire since 2013, with a well established structure of a Community Planning Partnership board and thematic boards in place to drive and strengthen partnership working across the priority areas identified with Renfrewshire Community Plan and Single Outcome Agreement. As recently reported to the Partnership Board in September 2016 through the 3 year performance progress report, there is clear evidence that partnership working through community planning is making a positive difference to local people.
- 1.2 It is recognised however that the partnership landscape has evolved since 2013. For example, local health and social care services have been brought together to form a Health and Social Care Partnership, a new Public Protection Chief Officers Group has been established and, significant programmes of partnership working have been taken forward in relation to the Tackling Poverty Programme, the bid for UK City of Culture 2021 and the Glasgow City Region City Deal with others planned in relation to economic regeneration. Strategic Partnership Agreements have also been formally signed between Renfrewshire Council and the University of the West of Scotland and West College Scotland, recognising the maturity of partnership working that exists between these organisations.
- 1.3 Significant statutory changes have also been introduced through The Community Empowerment (Scotland) Act 2015. These require community planning partnerships to review existing governance structures and processes, strengthen the involvement of statutory partners and local communities and, ensure there is more focus on joint working to reduce inequalities. Recent draft guidance issued by the Scottish Government suggests that “effective community planning focuses on where partners’ collective efforts, can add most value for their local communities, with particular emphasis on reducing inequalities”.
- 1.4 In response to this changing landscape, a review of existing community planning governance arrangements has been undertaken by Renfrewshire Community Planning Partnership Board over the past 6 months. Led by the Head of Policy and Commissioning within Renfrewshire Council, the review considered the views of key stakeholders including members of the Partnership Board, convenors of the thematic boards, lead officers within the Partnership and Engage Renfrewshire as the third sector interface organisation for Renfrewshire.

- 1.5 The stakeholder feedback highlighted the need for the existing governance structure to be significantly streamlined to ensure the time invested by partners was focused on joint strategic priorities and build in flexibility to adapt to new strategic priorities as they emerge. Feedback also highlighted the need to achieve a better balance across partner organisations in relation to the allocation of lead roles for the development and oversight of work programmes aligned to the shared community planning partnership priorities. A common view expressed by the conveners and participants within the thematic boards, was that it was often difficult to gain an appropriate level of oversight between the thematic boards and make appropriate linkages between areas of work.
- 1.6 Following consideration of the findings of the review, a proposed revised governance structure has been developed in consultation with community planning partners which is outlined in Section 4 of this report. The proposed structure will require a degree of change to existing structures, utilising all appropriate opportunities to streamline and refocus existing partnership activities, groups and formal structures. The revised structure proposed will facilitate enhanced political scrutiny and strategic leadership through the establishment of a Community Planning Oversight Group chaired by the Leader of Renfrewshire Council, with a Community Planning Executive Group chaired by the Chief Executive of Renfrewshire Council
- 1.7 Subject to the approval of the revised governance arrangements by full Council, Council officers will work with partners to plan for the implementation of the new arrangements in the second quarter of 2017. Council approval is also being sought to carry out a review of the Council's local area committee arrangements to consider opportunities to strengthen mechanisms for engagement with local communities, complement the proposed new community planning governance structures and, facilitate the new legislative requirements of the Community Empowerment (Scotland) Act 2015. This review would be carried out in consultation with community planning partners

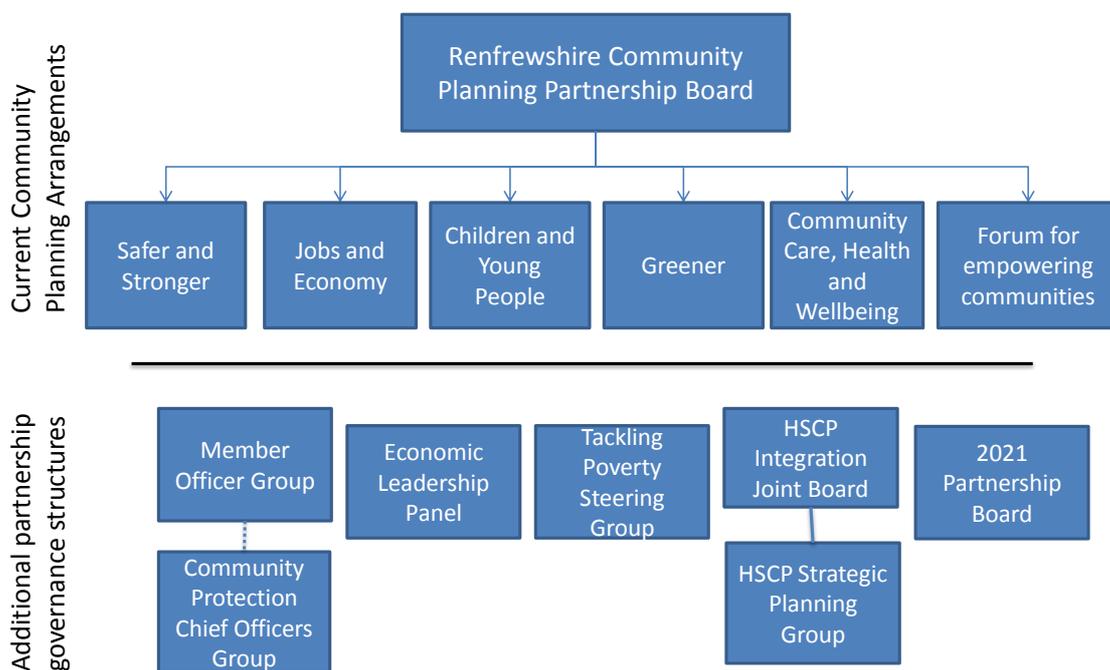
2. Recommendations

- 2.1 It is recommended that members of the board:
 - (a) Agree the proposed governance structure for Renfrewshire Community Planning Partnership for recommendation to Council for approval, as outlined in Section 4 and Appendix 1.
 - (b) Note that implementation of the proposed governance structure will be submitted to full Council for approval on 15 December 2016.
 - (c) Note that officers will work with partnership organisations to plan for the implementation of the new arrangements in the second quarter of 2017.
 - (d) Note that subject to approval by full Council, a review of the arrangements for community level governance, including local area committees, will be undertaken, and that community planning partners will be consulted as part of this process.

3. Background

- 3.1 The current Community Planning governance structure in Renfrewshire was established in 2013. The Community Planning Partnership is led by Renfrewshire Community Planning Partnership which is chaired by the Leader of Renfrewshire Council. Six thematic boards report to the Partnership Board, chaired by the conveners of linked policy boards e.g. Housing and Community Safety, Environment Policy Board, Finance and Resources, Economy and Jobs and Education and Children policy boards and the chair/vice chair of the Integration Joint Board.
- 3.2 Since 2013, a number of partnership groups or boards have been established in response to new or emerging priority areas of activity such as the Tackling Poverty Programme, the Paisley for UK City of Culture 2021 bid and the Glasgow City Region City Deal, with others planned in relation to economic regeneration. The integration of local health and care services to form Renfrewshire Health Social Care Partnership and the Integration Joint Board, has also impacted existing community planning structures with some degree of overlap being experienced with the focus of the existing thematic boards. Diagram 1 below highlights the current complex arrangements relating to these major areas of partnership working within Renfrewshire.

DIAGRAM 1 : Current Community Planning and Partnership Arrangements



- 3.3 Strategic Partnership Agreements have also been formally signed between Renfrewshire Council and the University of the West of Scotland and West College Scotland, recognising the maturity of partnership work that exists between these organisations.

3.4 In addition, in 2015 the Community Empowerment (Scotland) Act was also passed which requires community planning partnerships to review and update planning and governance arrangements which maximise the potential benefits of the provisions of the legislation.

3.5 The Act places community planning on a statutory footing and clarifies its purpose as being to improve outcomes and reduce inequalities. It widens the number of statutory partners that should be involved in community planning as follows:

- Local authority (Renfrewshire Council)
- Health Board (NHS Greater Glasgow and Clyde)
- Scottish Enterprise
- Police Scotland
- Regional College (West College Scotland)
- Regional Further and Higher Education body (University of the West of Scotland)
- Scottish Fire & Rescue
- Scottish Environment Protection Agency
- Scottish Natural Heritage
- Regional Transport Partnership (Strathclyde Partnership For Transport)
- Integration Joint Board (Renfrewshire Health and Social Care Partnership)
- Historic Environment Scotland
- Scottish Sports Council (Sportscotland)
- National Park authority (not applicable in Renfrewshire)
- VisitScotland
- Skills Development Scotland

3.6 The 2015 Act also requires Community Planning Partnerships to:

- Prepare and publish a Local Outcomes Improvement Plan (LOIP) which sets out the local outcomes which the Community Planning Partnership will prioritise for improvement by October 2017
- Identify smaller areas within the local authority area which experience the poorest outcomes, and prepare and publish locality plans to improve outcomes on agreed priorities for these communities (the outcomes prioritised for improvement in a locality plan may differ from those in the Local Outcomes Improvement Plan) by October 2017.

3.7 Recent draft guidance in relation to the Act indicates that “effective community planning focuses on where partners’ collective efforts, can add most value for their local communities, with particular emphasis on reducing inequalities”.

Review of community planning arrangements

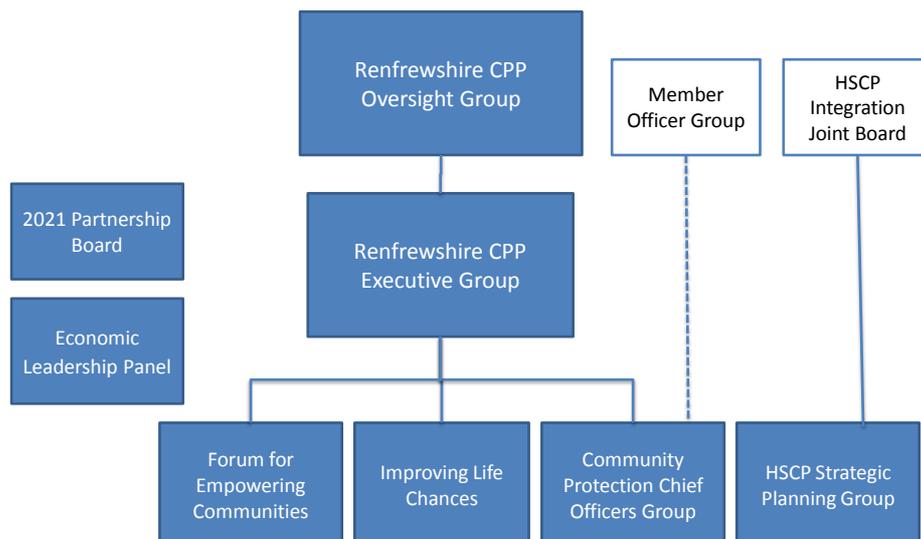
3.8 In light of emerging policy priorities and subsequent need to streamline new and existing partnership arrangements, a review of existing community planning governance arrangements has been undertaken by Renfrewshire Community Planning Partnership Board over the past 6 months.

- 3.9 Led by the Head of Policy and Commissioning within Renfrewshire Council, the review considered the views of key stakeholders including members of the Partnership Board, conveners of the thematic boards, lead officers across the Partnership and Engage Renfrewshire as the third sector interface organisation for Renfrewshire.
- 3.10 The key findings based on the views of stakeholders can be summarised as follows:
- There is a shared recognition that partnership working is strong and mature in Renfrewshire and is making a difference to local people.
 - Whilst partnership working was felt to be strong, most stakeholders suggested that further work needed to be done to widen out ownership of specific initiatives or priorities, in order that other community planning partners could assume the lead role as opposed to the Council. The preparation of a new Renfrewshire Local Outcome Improvement Plan by October 2017 provides an opportunity to refresh priorities and partner lead roles
 - Significant time and resource pressures are being experienced by all partners and there is an increased need to maximise strategic value for all partners from the time invested in community planning
 - The partner and governance landscape has changed (Integration of health and social care services, Community Protection Chief Officers Group, 2021 UK City of Culture bid, Tackling Poverty) and there is an increasing need to avoid duplication of activity across thematic boards and other governance structures.
 - Conveners of the thematic boards noted that it was challenging in their role to have oversight of the range of activities being progressed across the Partnership and to identify links and more opportunities for cross working between Thematic boards
 - A recognition that there is limited pooling of budgets or joint investments around community planning priorities and that there were felt to be opportunities to explore this further should new governance arrangements support this.

4 Revision to governance arrangements

- 4.1 In response to the findings of the review, officers have worked with community planning partners to develop proposals for revised community planning governance arrangements which are illustrated in Diagram 2 below. Implementation will require a significant degree of change to existing structures, utilising all appropriate opportunities to streamline and refocus existing partnership activities, groups and formal structures.
- 4.2 The establishment of a Renfrewshire Community Planning Oversight Group provides an enhanced strategic role for Elected Members to scrutinise, inform and challenge the work of Renfrewshire Community Planning Partnership. In line with the feedback provided by the conveners of the current thematic boards, it will allow elected members to have strategic oversight across the breadth of community planning activities. The Oversight Group will be chaired by the Leader of Renfrewshire Council, with the conveners of the Education and Children, Economy and Jobs, Environment Policy Board, Finance and Resources, Housing and Community Safety Policy Board and the chair/vice chair appointed to the Integration Joint Board. A place will also be allocated to an elected member from the opposition.

DIAGRAM 2: Proposed Community Planning and Partnership arrangements



4.3 Under the new arrangements, a Community Planning Executive Group would be established comprised of Chief Executive level officers from across the Partnership, strengthening the connection between policy direction and resourcing and promoting shared leadership in the development of the Local Outcome Improvement Plan and Locality Plans, as required in the Community Empowerment (Scotland) Act 2015.

4.4 It is also proposed that the community planning groups will be amended to incorporate existing and emerging partnership arrangements where appropriate and to provide greater strategic focus and reduce duplication, recognising that some groups will maintain their own independent status outwith the formal community planning structure. The three groups shown below fall into the latter category and take forward the remits of the existing Safer and Stronger, Jobs and the Economy and Community Care, Health and Wellbeing thematic boards. Appropriate links will be developed between these and the Executive Group within the new structure:

- Economic Leadership Panel
- Renfrewshire Health and Social Care Partnership Strategic Planning Group Partnership
- Public Protection Chief Officers Group

4.5 Further proposed changes include:

- The Forum for Empowering Communities will continue, but be given an enhanced role in order to maximise opportunities for engaging with communities emerging from the Community Empowerment Act 2015.
- An Improving Life Chances group will be established to take forward the remit of Children and Young People and Tackling Poverty Steering Group.
- The work programme of the Greener Thematic Board will be mainstreamed across the work of the other groups, ensuring that the positive contribution of the board and its sub group is recognised and continued where appropriate.

- 4.6 It is proposed that the Forum for Empowering Communities and Improving Life Chances groups are chaired by senior officers within partner organisations, significantly extending and sharing the leadership role for community planning to other community planning partners, as is intended within the 2015 Act. If appropriate, the membership of the other linked groups referred to in para 4.4 will be considered in light of the changes being proposed and adjusted in accordance with their existing decision making processes. Further information regarding the proposed role and membership of each of the boards and groups is detailed in Appendix 1.
- 4.7 Work will be carried out during the first 6 months of the 2017 with CPP partners to finalise the detail of the new arrangements and ensure they are implemented in the second quarter of 2017. This will aim to ensure that the significant achievements, priorities and momentum of the existing thematic boards are carried forward into the new arrangements.
- 4.8 Feedback on the mechanisms for community level input to governance arrangements, including the operation of the Council's local area committees, was also provided during the review and this highlighted the potential for changes to be made which would strengthen local community involvement in the community planning process, as required by the Community Empowerment Act 2015. Subject to the approval of new governance arrangements for community planning as set out in this report, it is proposed that a subsequent review of community level input to CPP governance arrangements should also be carried out by the Council's Head of Policy and Commissioning to explore this opportunity in consultation with community planning partners.

New Governance Arrangements

Renfrewshire Community Planning Oversight Group

The Renfrewshire Community Planning Oversight Group would provide oversight, scrutiny and challenge by Renfrewshire Council Elected Members to the activity and performance of Renfrewshire Community Planning Partnership. The Board would meet twice per year.

Proposed Membership

- Leader, Renfrewshire Council
- Convenors of Housing and Community Safety, Environment, Economy and Jobs, Education and Children and Finance and Resources Policy Boards
- Chair/Vice-Chair of Integration Joint Board
- Elected Member of the Opposition of Renfrewshire Council

Proposed Role

- (a) Provide oversight to the strategic work of the Community Planning Executive Group in directing the Council's contribution to the work of Renfrewshire Community Planning Partnership. This will be done by scrutinising the work commissioned by the Executive Group through Community Planning groups and providing challenge as necessary to policy direction, resourcing, performance and impact of this work.
- (b) Agree outcomes and targets for the Local Outcome Improvement Plan and Locality Plans with the Community Planning Executive Group, following periodic Direction Setting exercises.
- (c) Considering any future changes to partnership working and governance structures in Renfrewshire prior to their establishment.
- (d) In addition to strategic-level involvement in setting direction, reviewing and scrutinising progress, members may be involved as appropriate within individual work programmes.

Community Planning Executive Group

The Community Planning Executive Group would consist of Chief Officers of key community planning partners with significant budgets/resources and be responsible for coordinating partnership strategy development and resourcing plans. It is proposed that the Community Planning Executive Group would meet four times per year.

Proposed Membership

- Chief Executive, Renfrewshire Council
- Chief Superintendent, Police Scotland
- Director of Public Health, NHS Greater Glasgow and Clyde
- Chief Officer, Renfrewshire Health and Social Care Partnership,
- Area Commander, Scottish Fire and Rescue
- Chief Executive, Engage Renfrewshire
- Chief Executive, Renfrewshire Chamber of Commerce
- Principal, West College Scotland
- Principal, University of the West Of Scotland
- Chief Executive, Renfrewshire Leisure Limited
- Area Director, Scottish Enterprise
- Area Director, Skills Development Scotland.

Proposed Role

The key roles of the Executive Group would be:

- (a) Lead periodic Direction Setting exercises that prioritise policy areas for change and set outcomes and targets for the Local Outcome Improvement Plan and Locality Plans.
- (b) Develop a strategic approach to achieve the agreed outcomes and targets and commission work programmes to deliver these, through the Community Planning groups. This would include agreeing any allocation of pooled budgets or resources to support these programmes and ensuring that community planning activity is integrated with each partner's organisational and budgetary planning.
- (c) Scrutinise and review the performance and outcomes of the commissioned work programmes and provide direction as necessary.
- (d) Report to the Renfrewshire Community Planning Oversight Group regarding collective performance of the commissioned work programmes and the impact being made on outcome targets. Use feedback from Oversight Group members to provide further direction to work programmes as necessary.
- (e) Commission any future changes to partnership working and governance structures, prior to their establishment.

Community Planning Groups

Proposed changes to the thematic group structure is shown in the table below. Work would be undertaken by the Executive Group to update existing thematic boards and to establish links to separately incorporated boards such as the Public Protection Chief Officers Group, Renfrewshire Economic Panel and Renfrewshire Health and Social Care Partnership Strategic Planning Group.

| Proposed Community Planning Group | Purpose of Change |
|--|--|
| Renfrewshire Economic Panel | The Executive Group to establish links to the Renfrewshire Economic Panel. The Panel is scheduled to be established from March 2017 and will oversee the implementation of the Economic Framework and facilitate the role and contribution of the private sector in driving investment and the creation of job opportunities. |
| Public Protection Chief Officers Group | The Executive Group to establish links to the Public Protection Chief Officers Group currently in existence, with linkages to those partnership groups which also report to Safer and Stronger Thematic Board. |
| Renfrewshire Forum For Empowering Communities | Continued and enhanced role for the Forum to ensure that the third sector and communities have a voice and influence in shaping partnership decisions and activity. |
| Improving Life Chances | The Improving Life Chances Board would bring together the work of the Children and Young People Board and the Tackling Poverty Steering Group. An additional focus would be the contribution of partner organisations to health improvement, reducing inequalities and addressing the attainment gap. |
| Renfrewshire Health and Social Care Partnership Strategic Planning Group | Removing the Community Care, Health and Wellbeing Board would reduce a layer of duplication, subject to ensuring that all the business of the Community Care, Health & Wellbeing Board is fully covered by the Health and Social Care Partnership Strategic Planning Group. The Integration Joint Board, which is a statutory group, will be represented within the Oversight Group. |

Proposed Role

- (a) Links to be established to the updated boards:- Forum for Empowering Communities and Improving Life Chances Board and to separately incorporated groups such as the Public Protection Chief Officers Group, Renfrewshire Economic Panel and Renfrewshire Health and Social Care Partnership Strategic Planning Group

- (b) Implement work activity as commissioned by the Community Planning Executive Group.
- (c) Develop a work programme and rolling action log, with outcomes and targets, and report progress on a regular basis to the Executive Group.

Proposed Membership

Membership of the Forum for Empowering Communities and Improving Life Chances Board would consist of senior officers from core partner agencies for each theme, with additional partners as appropriate. Appropriate partner agencies would chair these two boards, with support from a lead officer from Renfrewshire Council.

The membership arrangements for the Public Protection Chief Officers Group, Renfrewshire Economic Panel and Renfrewshire Health and Social Care Partnership Strategic Planning Group would be agreed in accordance with the existing established arrangements.