

EAST AYRSHIRE COUNCIL

CABINET – 31 AUGUST 2011

TRANSFORMING OUR RELATIONSHIP WITH THE COMMUNITIES WE SERVE

Report by Depute Chief Executive/ Executive Director of Neighbourhood Services and Executive Directors of Educational and Social Services and of Finance and Corporate Support

1. PURPOSE

1.1 The purpose of this report is to

- propose a refreshed approach for the delivery of community based services, strengthening and empowering our local communities, building capacity and resilience and supporting community and neighbourhood management of assets and services;
- Propose a review context and timetable for the further investigation and implementation of the proposals.

2. BACKGROUND

2.1 The Council is in the process of carrying out an extensive review of management structures and service design. Within the context of reducing public sector budgets, an ageing population, increasing demands on public sector services and heightened community expectation, there is a need to consider the efficacy of existing structures and approaches particularly as they relate to front line services and the Council's relationship with the communities it serves. In addition it is necessary to ensure that the existing and planned corporate and service reviews are not being carried out in isolation and that the interdependence between these reviews is acknowledged and where possible exploited particularly in relation to strengthening our work with and for communities.

2.2 There has been much discussion in recent months about the concept of empowering our communities and neighbourhoods and the need to move away from a culture of dependency to social integration, enhanced community cohesion, co-production and the promotion of local ownership, responsibility and participation. These concepts are recurring and are seen as crucial to the success of many other change agendas including the Early Years Framework, Scottish Community Empowerment Action Plan, Re-shaping Care for Older People, the self management agenda in NHS, the Shared Services Agenda, the Community Justice Authority and recently introduced Community Payback Orders, the community safety/ public reassurance approach being driven by Strathclyde Police and the Alcohol and Drug Partnership agenda to name but a few. All aspire to engage with communities in a way, to build a strong, sustainable and resilient community infrastructure and to deliver or commission more relevant and responsive services which cost less. This

approach is also consistent with the findings of the recently published report from the Commission on the Future Delivery of Public Services (2011) specifically in relation to working closely with individuals and communities to understand their needs, maximise their talents and resources, support self reliance and build resilience.

- 2.3 East Ayrshire has a strong and well established track record of community planning and can cite a range of excellent examples of good practice in terms of delivering high quality, innovative, responsive and preventative services with and for communities. Many of these services have been positively highlighted in external inspections/audits and have been recognised nationally through the receipt of awards and accolades. In order to respond to the changing national agendas and continue to deliver or commission relevant services within a markedly decreasing budget there is a opportunity to build on previous success and consider new approaches and associated structures within the context of management review and service redesign.

3. THE PROPOSED APPROACH

- 3.1 The Council and its partners currently deliver a wide range of frontline community/neighbourhood focused services. These are managed through a range of different operational structures, cut across all Council departments and the voluntary/ community sector. It is proposed that these can be loosely categorised into three interrelated and interdependent areas or workstreams viz. **Community Space, Community Services/ Activities, Community Empowerment/ Engagement**. The tables in appendix one set out the range of services arranged under each of these categories.
- 3.2 Whilst the tables in appendix one illustrate the extent and scope of our community based services, space and support arrangements, it is not exhaustive. There are clearly areas of overlap and potential duplication and an incongruent approach to management and support. In addition within each of the workstreams there is an opportunity to strengthen, realign and transform arrangements in order to achieve a more coherent, relevant, responsive and cost effective service to meet the current and future needs of our communities and respond to the re-design agendas outlined in 2.2 above.
- 3.3 It is clear that the existing Leisure and Community Learning and Development Services collectively play a lead role on behalf of the Council in providing community space, facilities, activities, services, support, empowerment and engagement. To this end it is proposed to extend the planned management review of these services, broadening the context to incorporate other service areas, planned reviews and potentially revisit reviews within a wider corporate/multi-service framework in order that the new approach to working with and for communities outlined within this paper can be further researched and implemented.
- 3.4 Within any potential new approach, it is essential that there is a clear and consistent philosophy embedded within all three workstreams and that work is

prioritised and delivered within the context of our Community Plan and associated action plans. In addition there is a need to underpin this work with a sound community development approach which embraces current thinking and research around co-production leading to a culture change which delivers a transformation in our relationship with communities. For the purpose of this paper community development is defined by the Community Development Exchange (CDX) as follows;

‘Community development involves changing the relationships between ordinary people and people in positions of power so that everyone can take part in the issues that affect their lives. It starts from the principle that within any community there is a wealth of knowledge and experience which, if used in creative ways, can be channelled into collective action to achieve the communities’ desired goals.’

In addition there would be a real attempt to augment this approach with the principles of co-production. The principles of co-production as defined by National Endowment for Science Technology and the Arts (NESTA-an independent body with a mission to make the UK more innovative) are as follows;

‘Co-production is a new vision for public services which offers a better way to respond to the challenges we face - based on recognising the resources that citizens already have, and delivering services with rather than for service users, their families and their neighbours. Early evidence suggests that this is an effective way to deliver better outcomes, often for less money’

Co-production makes strengthening the ‘core economy’ of communities, neighbourhoods and families the central task of public services. There is a focus therefore on

- *Recognising people as assets*
- *Valuing work differently*
- *Promoting reciprocity*
- *Building social networks*

A summary of the key deliverables which could be achieved within a Community Planning Framework under each of the three workstreams by implementing the proposed new approach are set out in paragraphs 3.4-3.6.

3.5 Workstream One- Community Space:

This workstream would focus on a much more creative, locally focused and inclusive use of community space working on a defined neighbourhood basis. The intention would be to manage and programme all community space in a

more coordinated way, to maximise use and to work with communities to fully engage them in the local facility reviews and rationalisation and option appraisal process. As part of this process there would be an opportunity to consider alternative management and ownership approaches and to look at other non-council community space and existing social enterprises and trusts, as part of the wider considerations. More specifically in the short to medium term this workstream would deliver on the following-

- Consistency of marketing and management practice to maximise use and provide a single point of contact within communities/neighbourhoods for accessing community facilities/space.
- Implementation of existing Corporate Business Review of Facilities/Buildings and Physical Assets (including other local non-council facilities) to establish community need, economic viability and work with communities to deliver potential options including council management, community management, trust management, redevelopment or rationalisation.
- To work with interested groups to build the capacity to plan, fund and manage services within their own communities and fully align with the Property review which has been undertaken in New Cumnock and the settlement survey methodology work which is based on Muirkirk.
- Maximise use of and improve community engagement with parks and open spaces to encourage greater local ownership, use and involvement.
- Systematic recruitment and training of volunteers to promote and support the use of community spaces including libraries, sports facilities, museums, community facilities and green spaces.

3.6 Workstream Two- Community based Activities and Services

Again working on a defined neighbourhood basis, this workstream will focus on the provision of a well coordinated range of activities and services which are 'tailor made' to community need and respond to defined priorities both locally and through research and intelligence. This would allow a much more proactive, coordinated and intensive response to intractable local issues such as addiction, crime and health inequalities.

A summary of the range of potential deliverables associated with this workstream are detailed below;

- Focus specific work on Community Planning priorities and delivering local outcomes targeting vulnerable families, young people and older people with clear links to sustainable mainstream provision.
- Clarity of delivery arrangements within individual communities with a consistent and coordinated programme of activities, in conjunction with partners, within local facilities and within communities to respond where possible to local need.
- Supplement and enhance local delivery of services for children, young people, families and adults by strengthening and building the capacity of voluntary and community organisations. Work with communities to

determine local priorities and jointly develop and deliver a range of service solutions.

- Jointly develop a range of innovative solutions to support local communities financially, potentially including the establishment of 'community chest' funding, utilising community grants and local development fund/wind farm resources in a more proactive way to respond to local priorities.
- Systematic recruitment and training of volunteers, community champions and mentors to assist and support the delivery of community activities and services developing formal volunteering roles for retired older people to respond to local and national priorities

3.7 **Workstream Three- Community Empowerment and Engagement**

The third workstream provides the bedrock for the work areas above in terms of working in a new and innovative way with communities and the voluntary sector to build a sustainable, empowered and resilient infrastructure. The intention would be to consolidate and coordinate our efforts providing a systematic approach to developing and engaging communities, building on existing areas of sound practice and adopting new and innovative techniques which are emerging from evidence based intelligence. Aspirationally this workstream is about re-invigorating community spirit within defined neighbourhoods and working in a transformational way with local communities and the third sector to release and maximise their potential.

- Support individuals and voluntary organisations to effectively engage and shape the decisions which affect their lives
- Provide a single point of contact for external funding, build capacity through recruitment of funding champions and establishment of local funding support networks including clear links with developer funding.
- Build upon existing work and formalise arrangements with the Third Sector Interface (Council of Voluntary Organisations, Volunteer Centre).
- Work intensively with the Local Social Enterprise Partnership (LSEP), existing local social enterprises and trusts to further develop their capacity and further explore their ability to deliver services on a commissioned basis for the Council.
- Engage with the Third and communities Sector to develop a systematic approach to volunteer training, recruitment, development, capacity building and community management. Further promote volunteering to those who are usually in passive receipt of it- recognising everyone as potential assets.
- Strengthen and give Community Councils the support they need to take on a wider more proactive role within local areas
- Build on and strengthen our existing sound relationships with Parent Councils.

- Work with the Credit Unions or other local bodies to develop the concept of time-banking within communities and link to volunteering approach above.
- Consolidate and further develop systematic arrangements for community consultation and engagement through existing mechanisms on an ongoing basis- potentially link consultation groups with community planning themes.

- 3.8 It will be necessary to audit or map community space, activities, services and community activity within each of the geographical areas and this information would be used to plan and target our collaborative approach across and through all three work streams.
- 3.9 In order to support the delivery of the workstreams there will be an opportunity to develop the role and capacity of local elected members and to geographically structure the above workstreams around specific neighbourhoods/communities.
- 3.10 A new approach would clearly require, across the workstreams, the provision of Organisational Development support and training for staff, elected members, stakeholders and local people in order to facilitate the proposed new ways of working. Specific awareness around the principles of community development and co-production approaches and culture would be central to this work.
- 3.11 The Neighbourhood Management Models and work around community capacity building and resilience have been extensively researched across Britain and a number of useful resources and engagement approaches have emerged from the Young Foundation, National Endowment for Science Technology and the Arts (NESTA) and The New Economics Foundation (NEF) amongst others.
- 3.12 If a new approach is to be adopted then there could be potential savings associated with reduced facility management costs, realigned roles and responsibilities and eradication of duplication. The potential medium to longer term savings will be associated with the prioritisation of targeted preventative work, systematic volunteer involvement, rationalisation of facilities, community and voluntary sector management of services and space and enhanced community resilience resulting in stronger natural supports and networks within the community.

4 IMPLEMENTATION

- 4.1 Through the implementation of the proposed new approach outlined within this paper there is an opportunity to align these proposals with specific Council reviews using them as a vehicle to identify the service areas which could potentially fit within the new arrangements and redesign incrementally

as each review takes place. The reviews which specifically impact on this are of work are detailed in the table below;

CORPORATE OR SERVICE REVIEW	DRIVER AND RATIONALE FOR REVIEW
<p>Review of Facilities/ Buildings/ Physical Assets</p> <p>(Settlement Survey)</p>	<p>Efficiency Strategy 2011/12 – 2013/14 (SRRB2)-</p> <p>Cabinet- 19 May 2010</p> <p><i>Optimise the use of buildings across communities including the school estate and rationalise where appropriate</i></p>
<p>Review of Alternative Delivery Models</p>	<p>Efficiency Strategy 2011/12 – 2013/14 (SRRB2)-</p> <p>Cabinet- 19 May 2010</p> <p><i>Examination of alternative service delivery models including Charitable Trusts and Limited Liability Partnerships (LLPs)</i></p>
<p>Community Learning and Development/ Leisure Services</p>	<p>Efficiency Strategy 2011/12 – 2013/14 (SRRB2)-</p> <p>Cabinet- 19 May 2010</p> <p><i>Examine areas of service overlap</i></p>
<p>Volunteering</p>	<p>Strand 3 of the Council's Efficiency Strategy (Fairer Scotland Fund Review) Strategic Review of the Revenue Budget 2 (SRRB2)</p> <p>Cabinet- 3 November 2010</p> <p><i>Review of the Council's Volunteering Policy- ensure maximum opportunity, support and encouragement for volunteers and potential volunteers is in place</i></p>
<p>Community Engagement</p>	<p>Strand 3 of the Council's Efficiency Strategy (Fairer Scotland Fund Review) Strategic Review of the Revenue Budget 2 (SRRB2)</p> <p>Cabinet- 3 November 2010</p> <p><i>Review Future delivery of community engagement/ capacity building initiatives and associated resource allocation (including review of Community Planning Forums)</i></p>
<p>Review of Youth Work Provision</p>	<p>Strand 3 of the Council's Efficiency Strategy (Fairer Scotland Fund Review) Strategic Review of the Revenue Budget 2 (SRRB2)</p> <p>Cabinet- 3 November 2010</p> <p><i>Review of future youth work provision across East Ayrshire taking into account</i></p>

	<p><i>the Council's Efficiency Strategy</i></p> <p><i>Cabinet – 9 February 2011 agreed as saving of £50,000 against youth work</i></p>
Review of Support For Community Groups	<p>Budget Consultation</p> <p>Cabinet- 1 December 2010</p> <p><i>Build on existing arrangements to work with interested (voluntary/ community) groups to build the capacity to plan, fund and manage appropriate schemes</i></p>
Review of Management Structures	<p>Budget Consultation</p> <p>Cabinet- 1 December 2010</p> <p><i>De-layering and streamlining of management structures and reduce costs in all services</i></p>
Community Learning and Development and Leisure Review	<p><i>Phase Two- July- September 2011</i></p>
Review of Adult Education	<p>Revenue Budget 2011/2012</p> <p>Council- 10 February 2011</p> <p><i>In terms of value for money initiate a review of Adult Education provided by the Community Learning and Development Service</i></p>

4.2 In order to facilitate the process to identify potential services for inclusion through each of the Management Reviews appropriate Heads of Service will work closely to raise awareness, elicit support for the proposed new approach and ensure the buy in and ownership of wider groups of employees. There has been considerable support and enthusiasm for the proposed new way of working from colleagues and a number of key themes have emerged in terms of moving forward the approach. A summary of these actions are as follows-

- The need to creatively project manage the approach to ensure that all key areas are progressed and implemented in an inclusive and systematic way
- The need to ensure that the whole organisation is committed to the new approach particularly through strong organisational development support and effective leadership across the council and within our communities
- The need to fully engage and elicit feedback from Elected Members in relation to the proposed approach through similar presentation and workshop sessions
- The need to maximise the role of all frontline staff to support and engage communities as an essential part of their remit

- The need to map out and optimise the assets which we currently have in communities including people and facilities/space and ensure a more coordinated and sustainable approach
- The need to make greater use of data and intelligence in the long term to plan and prioritise investment in services and inform the need for preventative work and a focus on reducing the inequalities gap. There are clear links between this work and outcome based budgeting.

- 4.3 In order to take forward this important piece of work across the council a Lead Officer has been identified to ensure continuity and appropriate integration with the reviews detailed at 4.1 above. In addition this officer will be responsible for working closely with Elected Members in relation the approach to engage and elicit feedback. The Lead Officer will report directly to the Depute Chief Executive.
- 4.4 In relation to Organisational Development there will be a need to ensure that the approach is fully included and supported by the Council's emerging OD Strategy and that the Lead Officer works closely with the OD Manager to make this happen.
- 4.5 In terms of determining the most appropriate structures and/ or delivery model, there are many factors to consider. These include the potential to realise savings, ensuring that delivery of the proposed new approach is not hindered by departmental, organisational and professional boundaries, ensuring that the chosen structure or delivery mechanism is adequately resourced in terms of skills and capacity to deliver the desired outcomes and that strong, visionary and effective leadership is in place to manage the change process and facilitate the cultural transformation across the organisation and within our communities. In addition, based upon the proposals within this paper, consideration should be given to working on a more focused neighbourhood or geographical basis in order to harness local skills and talent and tailor make our collective approach to respond to and reflect local need.
- 4.6 All reviews detailed within the table at 4.1 of this report will be taken account of within the work programme in order to be considered within a wider context, not solely in relation to one service and using a more systematic and uniform approach. The proposed extension of the scope and remit of this review will potentially require a longer timescale in order to consider the outcomes of the wider range of reviews, options and approaches and align fully with the management review programme specifically in relation to the Community Learning and Development and Leisure Review. To this end it is proposed that this wider review runs for a period up to December 2011 with a resultant paper to Cabinet outlining the proposed structure and management arrangements which would be required to deliver this approach. Consequently the Community Learning and Development and Leisure Management Review will be deferred until phase 3 (October-December 2011) of the Management Review Programme.

5. FINACIAL IMPLICATIONS

- 5.1 There are currently no direct financial implications associated with this paper however these will be determined on completion of the range of reviews which are referenced within this report.

6. COMMUNITY PLANNING IMPLICATIONS

- 6.1 The approach outlined within this paper responds to and delivers directly on Community Planning Priorities outlined within the 2011-2015 action plans and the associated local outcomes. The proposed approach will enhance this work and grow community capacity and resilience and develop further community involvement and engagement.

7. LEGAL/POLICY IMPLICATIONS

- 7.1 In a national sense the paper is informed by the findings of the Commission on the Future Delivery of Public Services Report (2011). Locally the proposed approach compliments and supports the Social Work Sustainability work around Reshaping Care for Older People and the refocused work of the Children and Families Service. In addition there are clear connections with the Council's emerging Organisational Development Strategy.

8. HUMAN RESOURCES IMPLICATIONS

- 8.1 There are currently no direct human resources implications associated with this paper however these will be determined on completion of the range of reviews which are referenced within this report.

9. RISK MANAGEMENT IMPLICATIONS

- 9.1 There are no areas of unmitigated risk associated with this report.

10. CONCLUSIONS

- 10.1 It is widely recognised that within the current public sector context there is a requirement to re-design services in order to transform our relationships with communities and deliver services in a different and more cost effective way. There is a great deal of evidence to support the introduction of a more coordinated community/neighbourhood focused service. This report provides an outline of a new approach which, if approved, will result in stronger, more resilient communities, more efficient and responsive frontline services and better outcomes for local people delivered through a reduced revenue budget.

- 10.2 In terms of systematically redesigning our services to respond to changing agendas and reducing resources there is an opportunity to review a range of activities and services within a wider context, re-prioritise and work in a new enabling way with our communities.

11. RECOMMENDATIONS

11.1 It is recommended that Cabinet

- i) considers the content of the report and agrees in principle the proposed approach detailed in paragraph 3;
- ii) agrees the review timescale at paragraph 4.6 of this report and the associated transfer of the Management Review of Leisure and Community Learning and Development from Phase 2 (July- September 2011 to Phase 3 (October to December 2011)
- iii) agrees to the organisation of themed workshop sessions in relation to the approach outlined within this report for Elected Members
- iv) notes the arrangements in relation to the Lead officer outlined at paragraph 4.3; and
- v) otherwise notes the content of this report.

Elizabeth Morton, Depute Chief Executive/Executive Director of Neighbourhood Services

Graham Short, Executive Director of Educational and Social Services

Alex McPhee, Executive Director of Finance and Corporate Support

19 August 2011

Ref-KK

LIST OF BACKGROUND PAPERS

Nil

OTHER RELEVANT PAPERS

- 1. Cabinet Paper- Review of Management Structures- 26 Feb 2011**
- 2. Communities in the Big Society- Shaping, managing and running services- The Young Foundation Oct 2010**
- 3. NESTA and New Economics Foundation- The Challenge of Co-production- Dec 2009**
- 4. NESTA and New Economics Foundation- Public Services Inside Out- April 2010**
- 5. Community Development Exchange (CDX)- Website**
- 6. Efficiency Strategy 2011/12 – 2013/14 (SRRB2)- Cabinet 19 May 2010**
- 7. Strand 3 of the Council's Efficiency Strategy (Fairer Scotland Fund Review) Strategic Review of the Revenue Budget 2 (SRRB2)- Cabinet 3 November 2010**
- 8. Budget Consultation-Cabinet 1 December 2010**

9. Management Review Programme-Cabinet 26 January 2011
10. Revenue Budget 2011/2012- Council- 10 February 2011
11. Property Review- New Cumnock- Cabinet 18 May 2011
12. Commission on the Future Delivery of Public Services- June 2011

IMPLEMENTATION OFFICER – KATIE KELLY, SECTION HEAD, LEISURE AND RECREATION (01563) 554621

Appendix One

Table 1

Workstream One Community Space (Management and Programming)	Lead Departments/ Organisations
Public Halls	Neighbourhood Services- Leisure
Community Centres	Neighbourhood Services- Leisure Educational and Social Services- CLAD/Local Community Associations
Schools (out of Hours)	Neighbourhood Services- Leisure Educational and Social Services- CLAD
Schools during core hours as part of a flexible Curriculum	Educational and Social Services- Schools
Libraries	Neighbourhood Services- Leisure Educational and Social Services- Schools
Museums	Neighbourhood Services- Leisure
Sports Centres/ Games Halls	Neighbourhood Services- Leisure Kilmarnock Leisure Centre Trust (Galleon)
Learning Centres	Educational and Social Services- CLAD Neighbourhood Services- Leisure
Parks	Neighbourhood Services- Leisure
Play Parks/ Sports Cages	Neighbourhood Services- Leisure
Sports Pitches (inc School pitches)	Neighbourhood Services- Leisure Educational and Social Services- CLAD
Open Spaces	Neighbourhood Services- Leisure
Flagship (Regional/ national) Council wide Facilities/ Spaces <ul style="list-style-type: none"> - Dean Castle country park - Palace Theatre and Grand Hall Complex - Dick Institute - Burns Monument Centre - Athletics Complex 	Neighbourhood Services- Leisure
NHS GP Practices/ Primary Care Facilities	NHS Ayrshire and Arran
Other Community Facilities (e.g. church halls, sports club buildings, scout halls etc.)	Voluntary/ Community Sector

Table 2

Workstream Two Community Based Activities/ Services	Lead Departments/ Organisations
Sports Development (New Sporting Futures, youth diversion, coaching, mentoring etc)	Neighbourhood Services- Leisure
Play Development (early years work, parent and family programmes, physical activity)	Neighbourhood Services- Leisure
Health Development (CHIP, MEND, lifestyle referral, SHOUT)	Neighbourhood Services- Leisure
Arts Development- Leisure	Neighbourhood Services- Leisure
Active Schools/ Cultural Activities in schools- Education- Quality Improvement	Educational and Social Services- Quality Improvement/ Schools
Community Learning	Neighbourhood Services- Leisure Educational and Social Services- CLAD
Early Years Services (nursery, out of school care, childminding , parenting support)	Educational and Social Services- Early Years
Outdoor Learning	Educational and Social Services- Quality Improvement/ Schools
Outdoor Maintenance	Neighbourhood Services- Leisure
Street Scene	Neighbourhood Services- Leisure
Refuse Collection	Neighbourhood Services- Housing
Countryside Rangers Service	Neighbourhood Services- Leisure
Youth Work/ Outreach- Community Learning and Development	Educational and Social Services- CLAD
Community based Adult Learning	Educational and Social Services- CLAD
Community Regeneration/ Social Enterprise	Neighbourhood Services- Planning
Other- Local clubs and organisations Communities of interest Churches Uniformed organisations	Community and Voluntary Sector

Table 3

Workstream Three Community Empowerment/ Engagement	Lead Departments/ Organisations
Area Coordinators, Home Care Services	Educational and Social Services- Social Work
Tenants and Residents Associations	Neighbourhood Services- Housing
Community Planning Forums	Educational and Social Services- CLAD
External Funding Support	Neighbourhood Services- Planning
Community Grants	Finance and Corporate Support- Democratic Services
Equalities Forums- Older people Young people Disability	Finance and Corporate Support- Democratic Services Educational and Social Services- CLAD
Volunteering- Recruitment and Development and links to employment	Neighbourhood Services- Leisure Educational and Social Services- CLAD Educational and Social Services- Social Work Third Sector Interface Volunteer Centre
Community Councils	Finance and Corporate Support- Democratic Services
Parent Councils	Educational and Social Services - Schools
Other – Community and Voluntary Sector	Communities Federations Community Associations East Ayrshire Sports Council East Ayrshire Play Forum Trusts/ Social Enterprises

