Item 6

7th December 2021

Glasgow Community Planning Partnership (GCPP)
Strategic Partnership

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Governance framework: Review of Area and Sector Partnerships

Purpose of Report:

To update the Glasgow Community Planning Partnership Strategic Partnership on the Review of Area and Sector Partnerships and to provide recommendations on a future operating structure.

Recommendations:

The Strategic Partnership is asked to:

1) note the update on progress towards implementing a new model of Area Partnerships;
2) agree that further work will be undertaken on the future of Sector Partnerships with an update provided to the Partnership in June 2022;
3) note the proposed alignment of the review of Area Partnerships with post pandemic projects;
4) approve the recommendations for a new model of Area Partnerships and Citizens' Panels, highlighted at paragraph 12 and detailed in paragraphs 13 to 19;
5) agree the phased implementation of the new model and that Citizens' Panels are initially piloted in three Wards of the City;
6) agree to the high-level implementation milestones at paragraph 24; and
7) note that progress reports will be submitted to the Strategic Partnership throughout the implementation stage.

Introduction.

1. The purpose of this report is to provide the Glasgow Community Planning Partnership (GCPP) Strategic Partnership with recommendations on a new model of Area Partnerships based on the outcome of the review and taking account of a post-pandemic landscape, and also to propose a further review of the role of Sector Partnerships.

Background.

2. The Partnership, on 7th September 2021, noted the findings of the Review of Area and Sector Partnerships, and the extensive engagement which took place as part of this review. Members also approved principles which will underpin a new model of Area Partnerships and requested that a further report be brought for consideration in December 2021. For ease, the principles are set out below:

    - The model is participatory and encourages views and inputs from all sections of the community;
    - The new model will seek to support those people who have traditionally been excluded from decision making to become involved and will use learning from the 2018/19 Participatory Budgeting pilots to support active engagement;
    - The model will enable resources to be directed by local people on their priorities and as outlined in The Community Empowerment (Scotland) Act 2015;
    - The model is local, and sector partnerships would not be required as part of this neighbourhood-based approach;
    - The model will support local area action plans to be developed and scrutinise delivery of the actions plans;
    - The model will be less formal, and less report based with consideration given to how to engage in non-traditional ways; and
    - The model will prioritise effective communication both within the partnership and within communities.

3. Furthermore, the Partnership noted the ongoing work across the Partnership to address how we deliver a citizen-empowered city, with the following examples being provided in the report:

    a. The Social Recovery Taskforce
    b. The Bloomberg Global Mayors Challenge
    c. Neighbourhood Co-Ordinators
    d. Climate Change Citizen's Assembly
    e. Open Government Programme
    f. Glasgow Life Live Well Community Referral Model
    g. National Institute of Health Research bid

4. The findings from the review, the agreed principles and the ongoing work described above have shaped the recommendations on a new model of participatory democracy in Glasgow.

Sector Partnerships.

5. As stated earlier, extensive engagement with Area and Sector Partnerships as well as the wider GCPP structures took place in 2019 as part of the review. The findings from that engagement showed that there was support for amending the roles of both the Area and Sector Partnerships. The draft recommendations that were provided to Area and Sector Partnerships and the Strategic Partnership for comment in late 2020 and early 2021 therefore included proposals for the future role of the Area and Sector Partnerships.

6. The report to the Strategic Partnership on 7th September 2021, however, noted the significant refocussing of priorities and approach that has taken place as a result of the COVID19 pandemic which includes having delivery models that foster collaboration, transparency and citizen participation in priority setting and resource allocations at an *area-based* level. This also dovetails with the city's Open Government vision and proposals and aligns well with the geographies and potential future roles of the Area Partnerships.

7. It is therefore proposed that Phase 1 of the implementation of these recommendations focuses on the Area Partnerships and that a further report is provided to the Strategic Partnership in June 2022 on the future of Sector Partnerships. That report will be informed by several factors:

    - the priorities in the soon-to-be refreshed Community Action Plan;
    - the winding up of the Social Recovery Taskforce;
    - the views of Community Planning partners via a Smart Survey;
    - the findings from the review of the Glasgow Communities Fund; and
    - an assessment of the resources required to implement the recommendations on both the Area and Sector Partnerships.

A new model of Area Partnerships.

8. Proposals for a new model and way of working for Area Partnerships are set out in the following paragraphs. The new model would create the conditions for effective community participation in Community Planning in Glasgow and provide partners and communities with a means of engaging better with a view to facilitating more responsive local services and resource allocation. Roles, remits and working relations within the Community Planning structure would be clearer, communication better and appropriate training and ongoing support provided to all members of Area Partnerships.

9. The model also provides a mechanism for the rollout of participatory democracy through Citizens' Panels, informed by learning from the recent Citizens' Assembly on Climate Change and co-developed with communities, at electoral ward level. This reflects the commitment in Glasgow's Open Government Partnership (OGP) Action Plan 2021-23 to *Increasing Participatory Democracy - Developing Citizens' Panels across Glasgow* by March 2022 and the new model of Area Partnerships has been identified in the OGP Action Plan as the mechanism for involving local people and organisations. The new model will also

align with the Open Government Partnership's values and principles of openness, transparency, accountability and participation.

10. The OGP Action Plan commits Glasgow's community planning partners to increase levels of Participatory Democracy and to devolve decisions to the lowest level in the city's governance – thereby achieving local decisions that are informed by local people, increased community ownership and management of local services, and a strengthening of local democratic processes.

11. As mentioned in the report on 7th September to the Strategic Partnership, the outcome of funding bids to the Bloomberg Global Mayors Challenge and the National Institute of Health Research as well as the Glasgow Life Live Well Community Referral Model will also inform the new model of Area Partnerships.

Proposals.

12. The proposals for a new model of Area Partnerships are set out in the bullet points below and expanded on in the subsequent paragraphs:

    1. Community representation and participatory democracy will be enhanced, particularly through Citizens' Panels;
    2. Local area action plans will be produced by each Area Partnership;
    3. Local priorities will be identified and aligned to strategic priorities of the Glasgow Community Planning Partnership;
    4. Area Partnerships will be more informal and participative;
    5. Communication will be improved within the Community Planning structures and with communities;
    6. Terms of reference will be revised to reflect the new operating model; and
    7. A programme of support will be put in place for members.

13. Community representation and participatory democracy will be enhanced, particularly through Citizens' Panels.

Principles: ***"****The model is participatory and encourages views and inputs from all sections of the community." "The new model will seek to support those people who have traditionally been excluded from decision making to become involved and will use learning from the PB pilots to support active engagement. "*

- The Strategic Partnership is asked to agree to a new model for Area Partnerships, similar to Durham County Council's Area Action Partnerships where Area Partnerships and Citizens' Panels work together. Area Partnerships would comprise elected members, local partners and community organisations and their role would be to oversee the delivery of a local action plan for the Ward, manage budgets and consider other formal business.
- A clear finding from the Participatory Budgeting pilot areas in 2018/19 was that Citizens' Panels "represent a strong and viable form of deliberative democracy for Glasgow City" and that the model "should be continued within the pilot wards, with a view to being deployed across the City's 23 council wards within a manageable timescale". Based on this, we will pilot the roll

out of Citizens' Panels in three of the 2018/19 Participatory Budgeting pilot areas, one per community planning sector, and involve members of the previous panels where possible. The areas would be Calton (North East Sector), Canal (North West Sector) and Greater Pollok (South Sector, building on the work of G53 Together). Learning from the pilot areas will inform the roll out of Citizens' Panels in each of the 23 electoral wards. GCPP partners will consult Citizens' Panels on various local and city level issues to ensure that citizens have a say on issues/services that affect them, including participatory budgeting. The Citizens Panels would comprise a representative sample of local people and, where appropriate, relevant pubic service and third sector partners in a support and advisory capacity (a further recommendation from the evaluation of the pilots in 2018/19). They would be involved in the setting of priorities for the Area Partnership, including the action plan, and reviewing impacts. The Panels will be able to form sub-panels for more intensive scrutiny of proposals or for targeted engagement through focus groups or workshops.

- We will establish, maintain contact and facilitate information sharing and engagement with the Citizens' Panels to ensure that the views of communities are better represented in planning and decision making. This will be complementary to engagement with Community Councils across the city via the involvement of the lead officer for that work.

14. Local Area Action Plans will be produced by each Area Partnership.

Principles: *'The model will support the development of local area action plans and scrutinise their delivery'. "The model will enable resources to be directed by local people on their priorities and as outlined in the Community Empowerment Act "***

- Each Area Partnership will develop a local area action plan that will be the basis for local priorities and actions which partners will agree to deliver with local communities. By agreeing the plans, partners commit to being accountable for their delivery;
- Plans will be in a consistent format across all 23 Area Partnerships, reference the new city-wide priorities in the new Community Action Plan (see paragraph 15 below) and complement the existing plans of partners and communities;
- Plans will be informed by consultations (including with the Citizens Panel for that ward), local data, city wide data, member feedback/local knowledge, the Place Standard tool, and environmental walkabouts/other practical ways of gathering information;
- the Area Partnership will review progress in implementing the plans at each Area Partnership meeting and report on progress to the Citizens Panel;
- Plans will be reviewed and updated annually via consultation with Area Partnership members, the Citizens Panel for that ward and additional community consultation (if required) such as a Community event.

15. Local priorities will be identified and aligned to strategic priorities of the GCPP.

Principle: *"**The model will support local area action plans and scrutinise their delivery."***

- The city's new Community Action Plan will be the basis for shared city-wide priorities across the community planning structure;
- The Plan is being developed by the city's Social Recovery Task Force and will be delivered through community planning structures within the framework of The Community Empowerment (Scotland) Act 2015;
- The 23 local area action plans will include reference to and provide a local perspective on these shared priorities;
- Glasgow Community Planning Partnership will in turn be asked to consider how it can support the delivery of the local area action plans;
- Area Partnerships will contribute to community planning discussions on changes to the Community Action Plan and council and partners policies and plans.

16. **Area Partnerships will be more informal and participative.**

Principle: *"The model will be less formal, and less report based with consideration given to how to engage in non-traditional ways".*

- Discussions will take place within the Council regarding future support arrangements for Area Partnership meetings to ensure they are less formal whilst remaining focused and manageable to ensure the GCPP Governance Framework is followed in relation to working arrangements and decisions on council grant allocations;
- Area Partnerships will use local venues for meetings, supplemented by events, project visits, roadshows, etc to further improve links and engagement with communities;
- A revised meetings cycle, taking into account the Citizens' Panels will be produced for approval by the Strategic Partnership;
- The GCPP branding and consistent format will be maintained but agendas, reports and minutes will be written in Plain English and minutes will better reflect the discussions held as well as decisions taken (see also the proposal on improved communication);
- There will be greater input to agenda setting by partners and local communities via Citizens' Panels and through local networks.

17. Communication will be improved within the Community Planning structures and with communities.

Principle: *"The model will prioritise effective communication both within the partnership and within communities".*

We will establish internal and external communication processes. Key tasks will include:

- Internal
  - Establishing a timetable and format for regular information sharing horizontally and vertically across the GCPP structure;
  - Sharing of plans - once the local area action plans are agreed, they will be shared across the GCPP structure to facilitate joined up working and understanding. The same applies for the sharing of the GCPP Community Action Plan with all the Area Partnerships;
  - information will be in Plain English;
- External
  - sharing information externally with organisations and partnerships not on the GCPP structure and residents across that Ward via different formats such as social media, hard copy factsheets and information on GCPP's and partners' web sites;
  - information will be in Plain English and in different languages and accessible formats, such as infographics;
- The GCPP Annual Report will include progress made at a city wide and Area Partnership level and will be a key communication tool in explaining the roles of GCPP and the Area Partnerships and the progress made on delivery of the Community Plan Action Plan and the local area action plans respectively. The Annual Report will be widely circulated in various formats and via various methods as outlined above.

18. **Terms of reference will be revised to reflect the new operating model**.

Terms of Reference (TOR) for the Area Partnerships have been revised to take account of the proposals above and the creation of the Citizens Panels. Revised TOR for the Area Partnerships are attached at Appendix 1 for members approval. Noted below are the significant changes with regard to the Area Partnerships:

- In terms of membership, a specific proposal is for a representative of GCC's Neighbourhoods, Regeneration and Sustainability (NRS) to be co-opted to each Area Partnership. This would build on the department's investment in additional neighbourhood co-ordinators and the good working relationships which already exist between Area Partnerships and NRS;
- Area Partnerships will meet a maximum of 4 times per year (instead of 6 times per year) with the meeting cycle timed to ensure there is adequate time for the preparation needed for meetings; for the processing of funding applications and for addressing new areas of work such as the development of the local area action plans and enhanced community engagement;
- Area Partnerships are able to co-opt additional members up to a maximum of 4 (in addition to the representative from NRS);
- Local area action plans will be the basis for prioritising staff and financial resources at Partnership meetings.

19. A programme of support will be put in place for members.

- A programme of support, training and capacity building for all members of Area Partnerships will be developed. This is crucial to ensure that they are effective and reflect the principles agreed by the Strategic Partnership;

- This will be complementary to the programme of support being created for Community Councils across the city;
- A training needs assessment will be carried out to develop the programme and a list of training and contacts made available for all members;
- Annual partnership building training programme with a built-in review of the past year and planning for the year ahead;
- An Induction Pack and induction process is created for all members – current and new;
- We will consider parity of support for the voluntary sector with discussions with the Third Sector Interface.

A phased approach.

20. Delivering an enhanced model of Area Partnerships will require additional resources and the support and commitment of community representatives and community planning partners to a new way of working.

21. Furthermore, we have included proposals for enhanced community engagement. While video conferencing and greater use of digital communication has allowed some meetings and services to continue through the pandemic, some of the recommendations will require staff to be 'on the ground'. Therefore, the timing of the implementation of a new operating model is, in part, dependent on the further easing of COVID19 restrictions to allow officers to meet with local people in community settings.

22. For these reasons, a phased approach to the introduction of the new model is recommended with 3 pilot Citizens' Panels (one in each CPP Sector) to be developed and implemented by 31st March 2022 (in line with the Open Government Action Plan 2021-23), followed by the roll out of the remaining Citizens' Panels and the new model of Area Partnerships. The target date for this would be from August 2022 but this is dependent on the learning and recommendations from the pilot areas.

23. Due to the Local Government Election in May 2022, there would be no meetings of Area Partnership in April/May of next year, therefore, the January/February cycle of meetings would be the last under the current arrangements. That would allow officers to develop the local community networks for each ward, identify potential new members for Area Partnerships and produce the induction/training material required to support them.

Milestones

24. The following, high level, milestones are suggested for a phased approach to March 2022 with implementation of the full model from August 2022, subject to the learning from the pilot areas and available resources.

Date	Milestone
7th December 2021	GCPP Strategic Partnership approves recommendations.

Date	Milestone
From mid-January to mid-February 2022	Identify and recruit Citizens' Panel members for the pilot areas. Members to be recruited through: voluntary sector networks and known community groups; working with equalities organisations to ensure Panels are representative. Induction for Citizens' Panel members; capacity building/training provided where required
January/February 2022	Report to 23 Area Partnerships outlining the new agreed model, details and timescales of the phased approach and broad timescale for the full roll out
15th February 2022	Progress report to GCPP
Late February/March 2022	Run online survey and focus groups in the 3 pilot Citizens' Panels.
April 2022	Analyse results, feedback to participants, prepare recommendations for the roll-out of Citizens' Panels across the 23 wards.
May 2022	Local Government Election
June 2022	GCPP considers the recommendations from the Citizens' Panels pilots and the future of Sector Partnerships; Recruitment, training, induction for Citizens' Panel members across the City.
July 2022	Prepare implementation plan for the roll out of 23 Area Partnerships and Citizens' Panels.
From August 2022	Full roll out of the new model.

Recommendations.

25. The Strategic Partnership is asked to:

1) Note the update on progress towards implementing a new model of Area Partnerships;
2) Agree that further work will be undertaken on the future of Sector Partnerships with an update provided to the Partnership in June 2022;
3) Note the proposed alignment of the review of Area Partnerships with post pandemic projects;
4) Approve the recommendations for a new model of Area Partnerships and Citizens' Panels, highlighted at paragraph 12 and detailed in paragraphs 13 to 19;
5) Agree that the implementation of the new model is phased and that Citizens' Panels are piloted in three Wards of the City;
6) Agree to the high-level implementation milestones at paragraph 24; and
7) Note that progress reports will be submitted to the Strategic Partnership throughout the implementation stage.

Appendix 1

Terms of Reference: Area Partnerships

Role and purpose

To contribute to the city's priorities for open, modern, responsive and agile Government at a local level; support social recovery and renewal; and foster collaboration, transparency and citizen participation in priority setting and resource allocations at an electoral ward level.

Remit and Function

- review and influence the progress made at an electoral ward level towards implementing the strategic priorities of the Glasgow Community Planning Partnership (GCPP) and Glasgow City Council (GCC)
- develop and oversee the delivery of local area (ward level) action plans
- collaborate with the ward level Citizens' Panel and use feedback from this panel to inform priorities and resources in the local area action plan;
- encourage views and inputs from all sections of the community and seek to support those people who have traditionally been excluded from decision making to become involved;
- be a central communications 'Hub' within the ward for information sharing, discussion; and improved coordination of service delivery;
- be a consultative body on proposed changes to policies, plans and future developments that may affect the ward;
- make decisions on the allocation of GCC's Area Budget in that ward;
- lead or contribute to GCPP's priorities for participatory budgeting/democracy in that ward;
- produce quarterly, ward level progress reports and contribute to GCPP's annual progress report;
- In conjunction with the ward level Citizens' Panel, hold an annual review/reflection session to assess progress, discuss changes in the ward and agree priorities for the subsequent year.

Membership

All elected members of Glasgow City Council from within the local electoral ward.

- No less than 4 and no more than 6 community residents from appropriate local Community Councils and community networks
- One member from each of the following Partners:-
  - Police Service of Scotland
  - Scottish Fire & Rescue Service
  - NHS Greater Glasgow & Clyde (Glasgow HSCP)
  - Voluntary Sector Networks (in conjunction with Glasgow Third Sector Forum)
- GCCs Neighbourhoods, Regeneration and Sustainability (co-opted);
- A further four members can be co-opted onto the Area Partnership via discussion and agreement by Area Partnership members.