

Review of Progress with Locality Planning Arrangements from a Housing Perspective

1 Introduction

Locality groups should be forming/developing across the country. They should be an important agent for making change happen. However it is not clear what level of involvement there is from the local housing sector in this important part of the integration and service redesign process. It was therefore felt that our improvement associates needed to do some investigatory work to find out what the picture on localities looks like and the perceptions of housing on how well their voices are being heard or having an impact.

There has also been a desire for more information/knowledge sharing about progress on localities amongst housing professionals who have recently attended Practice sessions held in early June 2016. Depending on our findings from a selected number of local authority areas it was felt that we might consider the benefit of holding a Housing Practice session in September on this topic.

2 Legislation and Guidance

The Public Bodies (Scotland) Act requires that each Health and Social Care Partnership should divide the area of the local authority into two or more localities, and set out in its Strategic Plan the arrangements for the carrying out of the integration functions in relation to each such locality.

Statutory guidance states Localities should also take account of input from people who have responsibility for housing, given the focus within integration on supporting people, as far as possible, to stay in their own homes and building healthy, resilient communities.

A locality is defined in the Act as a smaller area within the borders of an Integration Authority. The purpose of creating localities is not to draw lines on a map. Their purpose is to provide an organisational mechanism for local leadership of service planning, to be fed upwards into the Integration Authority's strategic commissioning plan – localities must have real influence on how resources are spent in their area.

Localities are intended to be the engine room of integration, centred on people and the communities they live in. It is anticipated that the opportunities for engaging with communities at a locality level will allow for local responses to be identified that meet locally expressed need.

Within this, the overall desired outcome is of course to support people to live safely at home, and to be able to have a real say in the assistance they feel they need. This should be underpinned by an approach that seeks to intervene at an early stage, allowing individuals and their wider communities to stay as healthy as possible, and to be supported to work together to help maintain people in their own homes.

If this locality approach is to be successful, localities must have the information they need about the nature of the communities they serve, and must be empowered by the Health and Social Care Partnership to allow for local decision-making on delivering outcomes against identified need.

It is expected that over time, partnerships will want to give localities the power to take decisions on significant proportions of local spend and activity. All this means that it will be important to ensure that there are the right relationships between localities and partnerships.

In broad terms, it is anticipated that localities should:

- Be developed in consultation with local communities, users of services and their carers.
- Be an integral part of the Health and Social Care Partnership, and make a central contribution to the development and delivery of the partnerships Strategic Plan.
- Be multidisciplinary and multi-sector, based on trust and parity of respect between all partners.
- Have a common purpose through an agreed scope, including a focus on health promotion and tackling inequalities through service planning, co-production, support for self-management and asset based approaches.
- Have a clear understanding of the measurable outcomes for both services and service users and be held to account for the delivery of local priorities.
- Have a level of devolved financial and operational responsibility within the Health and Social Care Partnership to make decisions on the use of resources and service delivery for their communities.

3 Methodology

Rather than send another survey form for completion it was felt that the current state of play might be best gathered in by direct contact with senior housing personnel either face to face or by telephone. Twelve local authorities were identified with Improvement Associates sharing the load between them. The profile of the authorities includes 3 cities, 2 Stock Transfer authorities, 3 predominantly rural authorities and the remainder semi urban/rural. Our results reflect responses from 11 Councils as one of the cities did not participate.

A range of questions was used as a basis for the discussions and these are attached at Annex 1.

4 Findings

- a) It would appear that in 8 out of eleven areas locality groups are still relatively under-developed. Even in areas where Locality managers are in situ there is a lack of evidence of meetings actually taking place.

- b) In 3 or 4 local authorities the development of locality arrangements has been caught up in wider transformational change taking place across the authority. In these examples councils are developing locality leadership teams involving a wide range of services (inc. Health and Social Care locality managers) within this structure.
- c) Eight of the councils confirm that their locality areas mirror the previous or existing community planning structures. The best examples of these give good evidence of an inclusive process focused on key themes e.g. older people, addictions and homelessness, Disability, mental health etc.
- d) It is difficult to draw robust conclusions about the level of involvement in localities from housing given the limited development of locality arrangements. Housing involvement hitherto has centred on the strategic planning groups. It may be reasonable to expect that this involvement will be mirrored in locality arrangements. In one area housing representation is not being 'pushed' due to capacity issues being felt within the housing service.
- e) When prompted it is clear that some housing sector respondents see that their role will be to articulate the contribution by all housing partners to the Local Housing Strategy and Housing Contribution Statements. At this stage in the evolution of locality arrangements it is clear that many RSLs are unaware of their existence/role and purpose. Even in one of the large urban authorities with strong partnership structures a couple of the smaller RSLs we spoke to know little about localities.
- f) There is little evidence of any areas having specific locality plans in place although one authority has developed 'locality profiles' in readiness for the next stage (autumn) when they will begin the commissioning process.
- g) In 3 or 4 areas those interviewed from the housing sector reported that there are no plans to establish specific locality groups and as a result associated 'devolved' commissioning and planning with 'locality budgets' per se. However in one of these areas the housing service was keen to emphasise that operational structures and working at local level jointly with H&SC colleagues continues and there may be opportunities at this level to improve joint working around delivering national health and wellbeing outcomes.
- h) None of the housing contacts we spoke to were aware of any discussion around what resources will be devolved to localities. However in couple of areas there is evidence of this likely to happen soon.
- i) In one good example from those we spoke to Housing is represented on every level of the community care planning structure, from operational planning to strategic decision-making processes. The Partnership Boards represent Mental Health, Disability, Older People, and Addictions with 6 locality planning groups branching off each category covering the 6 Locality areas.
- j) In one area the Chairs of the locality groups are also members of the Integration Joint Board (IJB). As a minimum it is expected that LPG Chairs are members of the Strategic Planning Groups.

5 Conclusion and Next Steps

Local housing authorities in our 'survey' report that locality planning within health and social care partnerships is still in its early stages. In three areas respondents could not point to any specific plans to have fresh locality arrangements established. Where locality planning arrangements are either emerging or already in place it is clear that housing is represented or will be represented by the local housing authority or in one or two cases by an RSL. Opportunities for RSLs to be involved appear to be much less common. The current stage of development of locality working mean that there is little evidence thus far of localities being used to be the catalyst for service redesign. It will be important that the housing sector reps therefore remain mindful of any support they might need to:

- Identify routes to engage with emerging locality arrangements
- Be able to coordinate the wider sectors response
- Understand health and social care priorities in individual localities

Audit Scotland's report on health and social care integration (Dec '15) states that "HCSPs must focus on how localities will lead the integration of health and social care." Given that many are linked to existing community planning structures there should still be opportunities for Housing to engage productively with the service redesign process.

An earlier report to the HPHW Group on this topic suggested that possible outcomes for this work might be:

- Production of a report on progress on this issue which it is hoped this paper fulfills.
- The possibility of an event on this topic (perhaps a Practice Exchange forum using one of the most developed authorities as an exemplar). Views?
- Improved engagement by housing partners in locality planning or improvement groups.

K Simpson

2 August 2016

Annex 1

Integration of Health and Social Care: Supporting the Housing Sector in Localities – Localities Information Requirements (May 2016)

Introduction

This paper outlines background and key information to be collected from H&SC Partnership sites as part of the Place, Home & Community Project Programme. This work will be undertaken over the period May-June 2016 and it is envisaged that at this stage 1 site visit will suffice to collect the relevant information.

For all sites general information to date will have to be reviewed by the Associate including:

- Scottish Government Localities Guidance
- The individual H&SCPs Strategic Plan & Housing Contribution Statement
- LA/Partnership survey return information on Localities
- RSL survey return information on Localities

In terms of the Localities selected the table outlines this with the proposed lead Associate/s.

Partnership Area	Lead Associate	Additional information
1. East Lothian	Tony Donohoe	
2. Scottish Borders	Tony Donohoe	
3. Stirling/Clackmannanshire	Tony Donohoe	
4. City of Edinburgh	Kenny Simpson	
5. North Lanarkshire	Kenny Simpson	
6. Fife	Margaret Moore	
7. Glasgow City	Margaret Moore/Tony Donohoe	
8. Highland	Margaret Moore	
9. Inverclyde	Margaret Moore	
10. North Ayrshire	Simon Carr	
11. Aberdeen City	Simon Carr	
12. Argyll & Bute	Simon Carr	

Key information requirements (through both document review and meeting)

1. Have localities been established? If so how many and what geographies?
2. Since what date (approximately) were they formally established?
3. If not established yet at what stage is this process?
4. How do or will these localities relate to current community planning and Local Housing Strategy areas or localities?
5. Has the role of the localities been formalised within the wider H&SC Strategic Planning Structure? If so is there a written role and remit for any

groups that have been established?

6. Is the housing sector currently represented on the localities structure - if so what form does this representation take i.e. LA, RSLs, others?
7. If localities not established yet or housing sector not represented what are the plans to obtain housing representation on localities?
8. What do you see as the role of the local housing sector in localities in your area?
9. How will the new H&SC localities and housing representatives ensure that their work is highlighted and feedback given to the wider housing sector?
10. Do the localities have any formal role in planning for the delivery of services?
11. Do any of your localities have a specific plan in place for their area that supplements the H&SC Strategic Plan?
12. Is there a distinct set of priorities that have been identified in your individual localities?
13. What opportunity is there for the local housing sector to influence the shaping of priorities at local level?
14. In terms of the overall IJB budget, has any of this been devolved down to individual localities at this stage? If yes give details?
15. If not are there any plans for this?
16. How is the planning & commissioning function of localities being progressed in your area (if at all)?
17. What impact will localities have on the planning and provision of housing services at local level?