

Subject:	Brighton & Hove City Council Communities and Third Sector Development Policy 2014 - 2017 and Commissioning Outcomes		
Date of Meeting:	5th December 2013		
Report of:	Assistant Chief Executive		
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Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT:

1.1 Policy and Resources Committee July 2013 approved the development of a Communities and Third Sector Policy to formally recognise and support the vital role of the Sector. The policy has the following objectives (see 3.8):

- Sustainable and Effective Third Sector
- Effective and Inclusive Community Engagement
- Stronger Communities
- Better Collaboration
- Sustainable Resourcing & Support

1.2 As part of the implementation plan for the policy a set of outcomes related to community development, community engagement and Third Sector infrastructure support have been developed; these will be commissioned, with partners.

1.3 The policy also aims to establish an improved framework for coordinated Third Sector commissioning that will enable the authority and its partners to work more collaboratively and pool budgets more effectively.

2. RECOMMENDATIONS: That the Policy and Resources Committee:-

2.1 Approve the Communities and Third Sector Development Policy 2014 – 2017 and the implementation plan as set out in Appendix 1 of this report.

2.2 Note the learning from the Neighbourhood Governance Pilots and that this has been incorporated into the Policy and the implementation plan.

2.3 Approve the Communities and Third Sector Outcomes, as set out in appendix 2, which aim to support the implementation of the Policy.

2.4 Grant delegated authority to the Assistant Chief Executive to:

2.4.1 Use the outcomes agreed above to procure, in partnership with the Clinical Commissioning Group, Third Sector infrastructure support, community development and engagement for 2014-2017 using a 'Prospectus' approach and subject to annual budget setting agreements.

2.4.2 Extend the existing funding agreements for the Third Sector infrastructure support (representation and influence), community development, neighbourhood governance and community engagement until the completion of the above commission.

2.5 Approve the establishment of a coordinated approach to Third Sector commissioning that enables the authority and its partners to work more collaboratively, pool budgets and resources, reduce duplication and increase efficiency.

3. CONTEXT / BACKGROUND INFORMATION:

Why Develop a Communities and Third Sector Policy and Commissioning Prospectus?

3.1 Brighton & Hove has a strong and diverse Third Sector (charities, community groups, social enterprises and voluntary organisations of all shapes and sizes) that contributes enormously to the work of the council and to the outcomes of the city at every level. Examples of this work and its value include:

- The community and voluntary sector plays a key role in delivering numerous essential services across the city
- With the public sector, the Third Sector also plays a vital role in informing and leading service delivery innovation
- The sector's focus on prevention and involvement reduces down stream costs and delivers social, economic and environmental returns on investment
- Third Sector activity improves both community strength and relationships; social capital and cohesion are therefore strong within the city.
- The Third Sector (approx 1600 groups) is also a significant employer in the city, employing about 8,000 people and contributing approximately £95 million to the economy. There are an estimated 19,000 volunteer positions in the city giving 57,600 hours per week (equivalent annual salary bill worth £24 million).
- As an independent sector the Third Sector holds a critical responsibility for facilitating and communicating the needs and concerns of specific groups of people and communities, especially those under represented or facing severe disadvantage or marginalisation.

3.2 With the reductions in public spending, the role of the Third Sector in delivery, driving service innovation, supporting voluntary community effort, ensuring the voices of the vulnerable are heard and accessing external funding sources has never been more important.

3.3 Currently, the only corporate policy on community development, engagement or Third Sector support is the council's Community Development Strategy. The council lacks an overarching policy that draws together and better co-ordinates the multitude of strands across the council that are seeking to engage and build capacity in our communities and Third Sector – providing a high level framework.

The Policy Development Process

3.4 Since initial approval by Policy & Resources Committee much work has been done to develop the content of the policy and prepare the associated outcomes. This work has included:

- Establishment of a cross sector steering group to oversee the development of the policy and outcomes;
- Cross council and public partner briefings about the aims and objectives of the policy and commissioning prospectus
- A range of engagement events and meetings with communities, Third Sector organisations and councillors were held including work with groups and organisations of faith, LGBT, BME and disabled people. We also held an Open Space Listening Event, inviting over 400 different groups and organisations from across the city (Appendix 3).

3.5 An analysis of secondary evidence was carried out along with an Equalities Impact Assessment. Learning from the Neighbourhood Governance Pilots formed an important part of this work (see below). Information was also drawn from 'Taking Account 2' (2008), the Transforming Local Infrastructure Project, as well as census data and performance monitoring of the current community development, engagement and representation and influence work.

Communities and Third Sector Policy – An Overview

3.6 The policy supports and sits alongside the City's volunteer strategy 'Joining the Dots', the Community Engagement Framework and Social Enterprise Strategy as well as the council's Community Development Strategy.

3.7 The policy has an overarching outcome:

'To ensure that the city has an increasingly efficient and more effective Third Sector; one that is ready and able to bid for and deliver public services, that enables citizens and communities to have a strong voice in decision making about public services and supports community resilience and well-being through independent citizen and community activity. That the council's culture and systems enable a collaborative and productive relationship with the Third Sector making the best use of its flexibility, creativity and added value'.

3.8 This outcome is followed by five objectives:

<p>i. Sustainable and Effective Third Sector: Ensure that Third Sector groups and organisations in the city have access to high quality, local infrastructure support. This support will enable them to be more efficient, effective and sustainable in increasingly complex funding environments and service users demand.</p>
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<p>ii. Effective and Inclusive Community Engagement: Ensure that Third Sector groups and organisations are able to deliver high quality community engagement with Communities of Identity, Interest and Place. Particularly engaging with marginalised groups and communities and people not previously engaged; so that communities are better able to inform council decision making.</p>
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<p>iii. Strong Communities: Ensure that Third Sector groups and organisations are able to deliver high quality community development using an asset based approach; such that it improves community well-being, resilience and builds social capital.</p>
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iv. Better Collaboration: Ensure high quality collaboration between communities, the Third Sector and the council to improve the design and delivery of public services and, maximise the impact of public investment.

v. Sustainable Resourcing and Support: Ensure high quality council resource and support available that will continually improve strategic and operational work between the council and the sector.

Full details of the Policy are provided in Appendix 1.

Implementation of the Policy

3.9 The policy will be delivered through a range of actions including:

Action	Description and Purpose
Commission corporate investment in Community Development, Community Engagement and Third Sector Infrastructure	<p>A Communities and Third Sector Commissioning Prospectus 2014-2017 which pools both City Council and Clinical Commissioning Group resources. The commission represents the authority's principle corporate investment aimed at ensuring effective:</p> <ul style="list-style-type: none"> • Infrastructure support for the Third Sector so that it is ever more effective, efficient and sustainable; • Community engagement; • Community development. <p>This commission is described in more detail below starting in paragraph 3.11</p>
Establish a framework for coordinated Third Sector commissioning	<p>Work across City Council departments, with the commissioner's network and procurement officers to develop a coordinated approach to commissioning the Third Sector, which will include all relevant Third Sector commissioning opportunities. This action aims to create a coherent approach where public sector partners and providers will be better able to work collaboratively, pool budgets and resources in order to reduce duplication, increase efficiency and provide better outcomes for citizens. Reductions in the duplication of processes required by the Third Sector to access funding will also release further efficiencies.</p>
Leadership and Programme Management	<p>Develop the established programme management arrangements for the neighbourhood pilots (a senior management board and cross sector working group) to drive and improve collaborative working between public sector, Third Sector and communities. This work will be reported back to the council's Modernisation Board and Executive Leadership Team. Areas of focus will include the following:</p> <ul style="list-style-type: none"> • Development of a programme of activities that successfully address and transform organisational

	<p>culture, behaviour, systems, and processes as they relate to effective community collaboration;</p> <ul style="list-style-type: none"> • Map, cost and review existing direct community engagement and participation spend across the council to ensure opportunities for joint working are maximised; • Support the development and implementation of the Communities and Third Sector commissioning framework as described above.
Improved Corporate Support	The development of a more structured 'business partnering' relationship between the Engagement and Third Sector lead officers in the Communities, Equality and Third Sector Team and council directorates to enable effective delivery of the Policy across all council operations and activities.

- 3.10 An annual update on delivery against the policy will be provided to the council's Modernisation Board and Executive Leadership Team. This will include progress report on objectives 1, 2, and 3 which will be delivered through the agreements awarded through the Communities and Third Sector prospectus.

The Commissioning Process

- 3.11 The draft outcomes were developed through the policy development process and are set out in appendix 2. These outcomes will be used to procure activity through a commissioning Prospectus methodology and resources available will be subject to annual budget setting agreements.
- 3.12 The prospectus model of commissioning is a well established mechanism deployed to embed the social value generated by the community and voluntary sector into commissioning processes. 'Funding Agreements' are awarded following a bidding process that is designed to ensure that smaller organisations are not discouraged from taking part and which includes in the evaluation process the dimension of social value.
- 3.13 The council's procurement team have been involved in designing the detailed timetable, grant award processes and relevant documentation for the Communities and Third Sector Commissioning Prospectus. The intention is that the evaluation panel will consist of key commissioners from across the council and public sector partners as well as individuals from communities and Third Sector organisations in the city.
- 3.14 The required timeframe for a commissioning process means that the council's contracts with current providers of community engagement, development and infrastructure support, due to end March 2014 will be extended for an additional three months until 30th June. This is to ensure continuity of service with communities and facilitate a smooth transition in any potential changes of provision – either providers or type of activity.

Neighbourhood Governance Pilots Learning

- 3.15 Learning from Neighbourhood Governance pilots has also been embedded into the policy and commissioning approach and a report summary of this learning is provided in the Members Room.
- 3.16 The pilot process was not about creating large, costly, bureaucratic, dependant structures, but about working with residents to explore creative ways of delivering/managing services, within existing and reducing council resources and drawing in other resources including the community themselves. The following outcomes were set for the pilots:
- § To give greater democratic legitimacy to public services by involving people actively in the decisions that are taken about their area - before the decisions are taken rather than after
 - § To empower communities to develop local solutions and create local services, groups and responses themselves
 - § To allow people to raise issues that the council or other public service providers need to address
 - § To identify, support and network opportunities for community action that complements, improves or replaces state action
- 3.17 The pilots identified a range of barriers that deterred communities from working with the council and sought to develop community led initiatives and solutions to local and city priorities.
- 3.18 The culture of the council is at times risk adverse and our processes, systems, culture and behaviours need to develop to reflect how the organisation's values of creativity, collaboration, and customer focus, efficiency, openness and respect apply to its work and relationship with communities.
- 3.19 We need staff at all levels to be open and empowered to working in a radically different way. This means honest conversations with residents - listening to feedback about current service provision and engaging positively, in robust, non-defensive discussion about possible solutions, reducing bureaucracy, and organising ourselves around our customers needs.
- 3.20 The pilots have shown that if we partner with communities with openness about budgets and service design we can work on finding creative and efficient solutions to service delivery and change in financially challenging circumstances.
- 3.21 In order to embed a culture of collaboration with communities and to mainstream this style of working throughout the council we need continued leadership from a senior management project board. The pilots have shown the potential for a senior manager's group to effectively oversee the development and implementation of cross council approaches to translating 'community collaboration' into tangible behaviours that staff can understand, adopt and performance manage.
- 3.22 As part of this work there needs to be a continued focus on corporate services such as legal, procurement, insurance, health and safety and communications to ensure council systems and processes support and enable rather than hinder collaborative working with communities.

- 3.23 To further improve how we engage our citizens we need to offer more alternatives to the traditional community meeting structures, through the use of social and digital media, for example, websites, Facebook, Twitter, mobile phone texting, and email. As well as continue to develop our approach to participatory budgeting in terms of technique and wider budget areas, for example; Estate Development Budget.
- 3.24 The pilots also highlighted the volume of frontline staff working in neighbourhoods and communities and that many of them did not have sufficient capacity to explore cost saving opportunities. An analysis of direct council provision of community engagement activity – roles, customers, cost, opportunities and constraints - has therefore been identified as a priority.
- 3.25 The above points of learning will be delivered either through the Communities and Third Sector Prospectus or through the implementation of the policy as described below.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTION(S):

- 4.1 Do nothing and continue to commission activity through individual commissions and process with and outside the Communities, Equality and Third Sector team. This would prevent any synergy being achieved, not only within those individual commissions but also across the council.
- 4.2 Reallocate the commissioning for community development, engagement and infrastructure held in the Communities, Equality and Third Sector Team to service areas already pursuing similar but serviced based outcomes. This would prevent the synergy and joining up of outcomes and investment across the council.

5. COMMUNITY ENGAGEMENT AND CONSULTATION

- 5.1 The policy and delivery outcomes have been developed in collaboration with communities via community representatives, the Third Sector, council colleagues and officers from partner public sector organisations through a range of means described above.
- 5.2 Internal one to one consultations have also been undertaken with commissioners from all council directorates seeking out opportunities for joining outcomes and commissioning budgets. Several meetings were held with existing service providers of infrastructure support, community engagement and community development.

6. CONCLUSION:

- 6.1 Committee is recommended to approve the policy to set a clear policy position on the council's commitment to and role in building communities and the Third Sector's capacity to enable them to play their critical and vital roles in the city and the council's success. This gives a position that can easily be understood and communicated across the council, communities and Third Sector and built on over the lifetime of the policy.

- 6.2 Moving to a commissioning approach for community development, engagement and infrastructure support will enable the authority to respond to the required changes in service delivery in a timely fashion, help achieve improved outcomes through joint commissioning with the CCG and help start establish a more coordinated approach to Third Sector Commissioning and support as set out in the Policy.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The commissioning budget which will be applied to the Communities and Third Sector Prospectus is approximately £568,000 per annum, subject to annual budget decisions this includes budget from Public Health and the Communities, Equality and Third Sector Team. The corporate commissioning budget will in future years include additional resources from across the council as an annual prospectus approach is consolidated. The Clinical Commissioning Group has agreed to join the Communities and Third Sector prospectus and will contribute approximately £86,000 per year 2014-2017. It is anticipated that the implementation of this policy will deliver a streamlined commissioning approach which will benefit the community and voluntary sector and support the delivery of value for money objectives.

Finance Officer Consulted: Anne Silley Date: 05/11/13

Legal Implications:

- 7.2 The council's general power of competence (as specified in Part 1 of the Localism Act 2011) enables the council to enter into and extend the Funding Agreements referred to in this report.

The prospectus model of commissioning is now a well established mechanism to embed the social value generated by the community and voluntary sector into commissioning processes. Funding Agreements are awarded following a bidding process that is designed to ensure that smaller organisations are not discouraged from taking part and which includes in the evaluation process the dimension of social value.

Lawyer Consulted: Oliver Dixon Date: 08/11/13

Equalities Implications:

- 7.3 An equality impact assessment has been completed as part of developing the policy and the delivery outcomes. A summary of the EIA is provided in the Members Room.

Sustainability Implications:

- 7.4 The strategic objectives of the policy and the outcomes of the prospectus contribute to the One Planet Living Principles of Culture and Community, and Equity and Local Economy as defined in the Brighton & Hove Sustainability Action Plan. Moreover, it is a widely held view in the public sector locally that good public services and investment in sustainable communities is enhanced by

communities that have an active voice in shaping service delivery. The Third Sector has a key role to play in developing our communities.

Any Other Significant Implications:

Crime & Disorder Implications:

- 7.5 The city council's Head of Community Safety was a member of the steering group and contributed to ensuring that the policy and delivery outcomes aligned with the Safe in the City Strategy.

Risk and Opportunity Management Implications:

- 7.6 As noted earlier in the report the development of a single corporate policy on community engagement, development and Third Sector support provides a good starting point for better co-ordination of outcomes and investment across the council and a more transparent message for communities and Third Sector organisations.

The proposed commission will specifically enable the authority to respond to required changes in service delivery in a timely fashion, help achieve improved outcomes through joint commissioning with the CCG and help establish a more coordinated approach to Third Sector Commissioning and support as set out in the Policy.

A key risk for the project will be the need to build in flexibility for new investment opportunities to be incorporated in the commissioning process over the lifetime of the prospectus.

Public Health Implications:

- 7.7 Officers from Public Health were members of and attended steering group meetings and helped to ensure that the policy and commissioning outcomes aligned with the public health outcomes.

Corporate / Citywide Implications:

- 7.8 The policy has potentially significant corporate improvement implications as it starts to streamline and improve co-ordination of investment across the council.

As the policy and commission seeks to facilitate greater joint working between community engagement and development in neighbourhoods and work with communities of interest and identity there are city wide implications and opportunities. It will also have implications of providers of infrastructure support that work citywide.

SUPPORTING DOCUMENTATION

Appendices:

1. Communities and Third Sector Development Policy 2014-17
2. Communities and Third Sector Prospectus 2014-17 Draft Outcomes

Documents in Members' Rooms:

1. Learning and Legacy from Neighbourhood Governance Pilots
2. Communities and Third Sector Development Open Spaces Listening Event 2 October 2013 Report
3. Communities and Third Sector Development Equality Impact Assessment Summary
4. Communities and Third Sector Development Evidence Base

Background Documents:

None