

# Scottish Borders Health and Social Care Partnership Integration Joint Board

17 May 2023

## Strategic Approach to Relaunch Locality Working Groups (Community Integration Groups)

Report by Stephen Fotheringham (Project Manager)



### 1. PURPOSE AND SUMMARY

- 1.1. **To seek approval for a strategic approach to the relaunch of Locality Working Groups which were previously established but which became dormant in late 2017.**
- 1.2. This document outlines the reasons the original Locality Working Groups became dormant, and lessons have been applied to learn from that understanding and to take actions to mitigate the causes of those groups not succeeding in the future approach proposed.

### 2. RECOMMENDATIONS

- 2.1. **The Scottish Borders Health and Social Care Integration Joint Board (IJB) is asked to:-**
  - a) Approve the strategic approach to re-launch Community Integration Groups (Locality Working Groups) outlined in this paper
  - b) Agree to commission a pathfinder in the Eildon locality to inform the future development of the approach
  - c) Review the initial findings from the pathfinder in the September 2023 meeting

### 3. INTEGRATION JOINT BOARD DIRECTION

- 3.1. A direction is required to the Scottish Borders Council and NHS Borders.

Please see the direction appended at the end of this document.

## **4. BACKGROUND**

### **The Legislative Context**

- 4.1. Section 29 (3) (a) of the Public Bodies (Joint Working) (Scotland) Act 2014 requires Health and Social Care Integration Joint Boards to establish two or more localities across their geographical area of responsibility. Locality Working Groups should be established in each locality to provide stakeholder input to the Integration Joint Board regarding the health and social care priorities for each specific locality. It is recognised that requirements for each locality will be unique and different from the requirements identified in other localities.

### **The Purpose of Locality Working Groups**

- 4.2. Locality Working Groups are intended to provide a platform for stakeholder discussion and consultation. Membership should aim to include GPs, Social Workers, Nurses, and Allied Health Professionals, Pharmacists, Care Providers, Community Councils, Third Sector Health and Social Care providers/stakeholders, Community Representatives and Acute Clinicians.

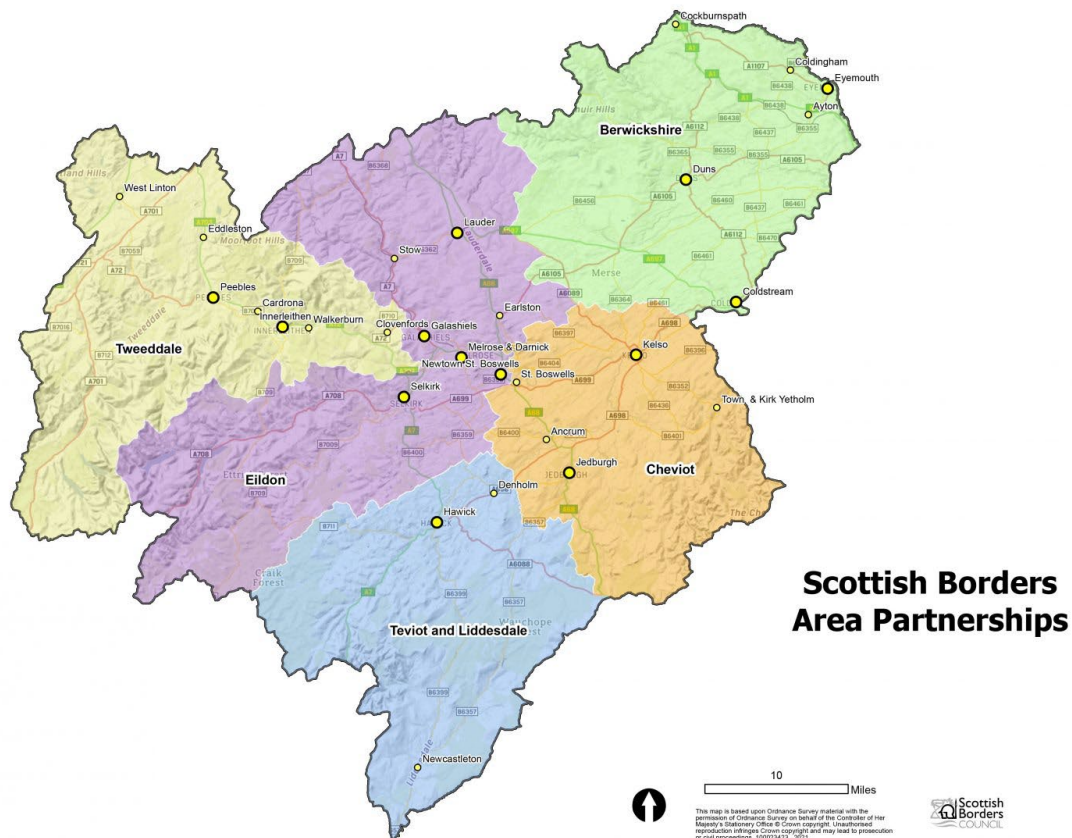
### **Historical Background to Locality Working Groups**

- 4.3. As noted above the establishment of Locality Working Groups was enshrined in legislation passed in 2014. In the Scottish Borders an initial attempt to establish such groups was made in mid 2016. The groups were active and operational across five localities for approximately 18 months finally becoming dormant in late 2017/early 2018.
- 4.4. The IJB championed an attempt to relaunch the now dormant groups in early 2019 and by the middle of that year had a number of agreed approaches designed to allow the five working groups to be relaunched in a more robust manner making it more likely they would continue and be operational for the long term. The planned relaunch did not happen immediately and was overtaken by the emergency responses required with the onset of the Covid 19 Pandemic in the early part of 2020.
- 4.5. We are once again engaged in attempting to relaunch the groups and will ensure lessons learned from the past are incorporated in ensuring the new groups thrive.

## **5. PROPOSED RELAUNCH APPROACH**

### **Locality areas**

- 5.1. The relaunched groups will be based upon the same localities the original groups were based upon and previously agreed, which are the same geographical areas used by social care and mirror the Area Partnership areas. The localities are Tweeddale, Eildon. Berwickshire, Cheviot and Teviot and Liddesdale shown on the map below.



## Learning Lessons from the Original Launch

- 5.2. Whilst members of the original Locality Working Groups report there was a great deal to be valued in the work undertaken by the original groups nevertheless it must be acknowledged that the groups did not thrive beyond the initial eighteen month period, and it is important that in approaching the relaunch of these groups that we address the reasons for the groups becoming dormant.
- 5.3. Former active members of the groups have indicated that the groups were well supported by professional and community bodies, and that the groups achieved their initial goals.
- 5.4. Initially the IJB had created three temporary Locality Coordinators. These temporary posts were originally funded by the IJB and the positions filled by existing staff members on a seconded basis. When, after eighteen months, the decision was taken not to extend funding (apart from one coordinator where the post was extended for just six months) the officers returned to their substantive posts.
- 5.5. One officer supported the largest locality, Eildon alone, another supported Tweeddale and Berwickshire and the third supported Cheviot and Teviot and Liddesdale. These officers supported the original Locality Working Groups throughout their existence. When in late 2017 these temporary posts came to an end and the officers moved to different roles the ambition was that individuals would naturally emerge from the membership of each Locality Working Group to assume leadership of the groups and to provide administrative support. In reality the members of each group felt they were unable to commit to these additional voluntary responsibilities and consequently the five original groups ceased to operate.
- 5.6. There have also been suggestions that the groups were unclear as to their remit and felt they required greater levels of support both operationally and strategically. It should be noted that

the passage of time since the original groups ceased to function makes it more difficult to obtain primary feedback from active participants and that subsequently the feedback obtained may be subjective and anecdotal. If we assume that there is some legitimacy to all comments received and seek to address each issue we should improve the likelihood of the groups being successfully relaunched and sustained.

### **Attempted relaunch in 2019**

- 5.7. After significant investigation in early 2019 it was determined that, for the groups to thrive if they were relaunched, the following factors must be put in place.
- Each group must have a clear unambiguous remit to allow members to fully understand the purpose of the group and their role within it.
  - Each group must be supported strategically by a member of the IJB to ensure they have appropriate guidance and support to carry out their responsibilities.
  - Each group must identify a leader from amongst their membership (separately from the IJB member guidance) to ensure the group consistently meets its stated objectives.
  - Each group requires administrative support to organise meeting venues, required technological support, refreshments, distribution of agendas, taking and distributing minutes and relevant papers and reports for consideration.
- 5.8. These points remain relevant to our current planned re-launch of the five groups.

### **Name of the re-launched groups**

- 5.9. It is proposed that the groups should be named Community Integration Groups with the Locality specified e.g. Eildon Community Integration Group.

### **Recommended model for the group relaunch.**

- 5.10. To launch all five groups simultaneously presents a potential risk. If any aspect of the relaunch is significantly flawed all five groups will experience the same problems and this may impact the success of the group, the relaunch and the commitment from the group members.
- 5.11. The recommendation is to use a pathfinder approach where we pilot the relaunch with a group from one locality initially. We will work to make the conditions for relaunch as positive as possible but work closely with the group to enlist their support in identifying and addressing any weaknesses or flaws in the model for the structure, operation and support of the group.
- 5.12. After an appropriate opportunity to measure the efficacy of the relaunched pilot group we would take stock, learn and ensure there is overarching confidence in the pilot approach. Once comfortable that the model works we then replicate the base model and launch the remaining four groups.
- 5.13. There will of course be differences in each structure and operation predicated by the particular needs of each geographical area, and IIAs and appropriate consultation would be undertaken for each area.
- 5.14. Initial thoughts are that Eildon would be the ideal pilot locality since it has the largest population (30% of the total population of Scottish Borders). Eildon has large towns – Galashiels and Selkirk, middle sized villages – Melrose, smaller villages such as Ettrickbridge and isolated rural dwellings in areas such as the Ettrick and Yarrow Valley offering a representative cross section of communities within the Scottish Borders.

## Timeline for re-launch

- 5.15. It is more important to re-launch well than to re-launch quickly. We do, however, hope to have the groups operational within a reasonable timescale. We estimate that it will take about two months to bring together the initial pilot group together with the strategic, leadership and administrative support detailed above. From the point of approval of this approach by IJB that would indicate the earliest point where a pilot or Pathfinder group could be up and running would be around mid to late July of this year.
- 5.16. Depending on the complexity of any issues encountered with the pilot the plan would be for the remaining groups to review progress of the pathfinder at the IJB in September prior to deciding on how and whether to launch the remaining four Community Integration Groups. After the pilot it should be possible to launch two Community Integration Groups simultaneously, and we would expect a 3 month lead in time. This will mean that all localities should be in place by March / April 2024.

## Areas of focus

- 5.17. At the IJB development session in April, the IJB agreed to focus on early intervention and prevention. As a result, it is proposed that the Community Integration Groups will have the following high level focus:
  - Map all health, social care, social work and well-being services in their area and develop local directories for the public, staff and partners on what is available
  - Explore how to work more collaboratively, and provide more seamless services to our communities, putting people at the heart of everything we do, and streamlining any duplication
  - Focus on developing measures, outcomes and initiatives to promote prevention and early intervention in the locality
  - Focus on developing measures, outcomes and initiatives to reduce poverty and inequalities in the locality
  - Support the IJB to appropriately engage with local communities on an ongoing basis
- 5.18. Discussions have been had with the Resilient Communities Team in the Scottish Borders Council about the interface between the Community Integration Groups and the Area Partnerships, with a view that there will be close alignment and a reduction of duplication. In the first instance, it is proposed that the pathfinder is launched to enable the teams to get a better view of how this synergy can be used to best effect with a view that we need to make these new groups easy for our communities to access, and that there should not be duplicate discussions in different fora.

## Participatory Budget

- 5.19. There is a requirement for the Community Integration Groups to have responsibility for a participatory budget. When the Community Integration Groups previously existed they had not yet been given any responsibility to influence the allocation of Participatory Budgets.
- 5.20. We would propose that participatory budgeting is phased in over the course of 12-18 months after each Community Integration Groups is established. This is to ensure that the groups are able to develop and will allow the IJB and HSCP finance teams to pull together the necessary detail. The groups will initially be launched without responsibility for participatory budget but with a plan to clarify the details of how this should be introduced, levels of funding available and

oversight arrangements to be brought to IJB in a separate specific paper in 12 – 15 months when we have a clear understanding of how the groups are functioning in practice.

## Governance

- 5.21. The Community Integration Groups will report into the Strategic Planning Group, and a lead member from each group will join the Strategic Planning Group to represent their locality's interests. In addition, one of these members will become a non-voting member of the Integration Joint Board to represent the views of our localities / communities at IJB level.
- 5.22. The Community Integration Groups will enable to Integration Joint Board to effectively contribute the views of local communities into the Community Planning Partnership in its role as a Community Planning Partner under the Community Empowerment (Scotland) Act 2015.
- 5.23. The Community Integration Groups will also support the progression of the 'Enjoying Health and Wellbeing' theme of the Community Planning Partnership and will interface closely with our 5 Area Partnerships.

## 6. IMPACTS

### Community outcomes

- 6.1. It is expected that the proposal will impact on the National Health and Wellbeing Outcomes below:

N	Outcome description	Increase / Decrease / No impact
1	People are able to look after and improve their own health and wellbeing and live in good health for longer.	Increase
2	People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.	Expected to increase but unclear at this stage
3	People who use health and social care services have positive experiences of those services, and have their dignity respected.	Increase
4	Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services.	Increase
5	Health and social care services contribute to reducing health inequalities.	Increase
6	People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being.	Increase
7	People who use health and social care services are safe from harm.	Increase
8	People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide.	Increase
9	Resources are used effectively and efficiently in the provision of health and social care services.	Increase

### Financial impacts

- 6.2. There is an additional cost requirement:

- (a) Community Integration Groups will require a significant level of administrative/organisational support. It is expected that the capacity of 2 Whole Time

Equivalent Locality Coordinators and 1 Whole Time Equivalent Admin Support Officer could provide the organisational and administrative support for the five localities.

- (b) In the first instance, with a pathfinder, the resource requirement will be lower
- (c) The Chief Financial Officer has made appropriate provision of £150,000 in the IJB budget for 2023-24 to enable the development of the pathfinder and further groups, should they be supported by the Integration Joint Board.

### **Equality, Human Rights and Fairer Scotland Duty**

- 6.3. Stage 1– Proportionality and relevance of the Equality, Human Rights and Fairer Scotland impact assessment has been undertaken. This is attached in Appendix 1.
- 6.4. Stages 2 and 3 will be completed during the pathfinder, with proactive effort expended to try to ensure appropriate levels of representation from the groups identified in the stage 1 assessment. In addition, recognising that each locality is different, stages 2 and 3 impact assessments will be carried out in each locality.
- 6.5. The IJB Equalities, Human Rights and Diversity Lead has been engaged in the planning discussions and will support this work.
- 6.6. It is our clear intention to expend every effort in trying to ensure we have the best possible levels of representation from across Borders communities and professional stakeholders. Particular importance will be given to seeking to ensure appropriate representation from the nine groups with legally protected characteristics – Age, Gender Reassignment, Being married or in a civil partnership, Being pregnant or on maternity leave, Disability, Race including colour, nationality, ethnic or national origin, Religion or belief, Sex, Sexual Orientation.

### **Legislative considerations**

- 6.7. There is a legislative requirement to establish Community Integration Groups set out in Section 29 (3) (a) of the Public Bodies (Joint Working) (Scotland) Act 2014.
- 6.8. In addition, the establishment of Locality Working Groups supports the Integration Joint Board to appropriately work to meet its statutory responsibilities under the Community Empowerment (Scotland) Act 2015 in relation to work effectively and in line with as a Community Planning Partner with the wider Community Planning Partnership, in areas including:
  - Community participation and co-production
  - Tackling inequalities
  - Shared leadership
  - Governance and accountability
  - Understanding local communities’ needs, circumstances and opportunities
  - Focusing on key priorities
  - Focusing on prevention
  - Resourcing improvement
  - Effective performance management

### **Climate change and sustainability**

- 6.9. Efforts will be made to reduce the impacts on climate change and promote sustainability around the administration of the Locality Working Groups. In addition, there may be further opportunities identified by the groups as these develop.

### **Risk and Mitigations**

- 6.10. Should the Integration Joint Board not support the re-launch of the Community Integration Groups, then:
- It is expected that the improvements in outcomes noted will be more challenging to deliver
  - It is likely that the IJB will not be able to drive the change required locally to deliver against its strategic objectives
  - The IJB would need to consider appropriate mitigations to ensure that it complies with its legislative compliance
- 6.11. As the Community Integration Groups develop, the risk register will be developed further in partnership with the stakeholders on these new groups.

## **7. CONSULTATION**

### **Communities consulted**

7.1. Much of the detail which is required to be included in this section will emerge from the ongoing development of the Integrated impact Assessment, an understanding of the groups previously involved in the original Locality Working Groups and discussions with colleagues working with other consultative groups.

7.2. In addition, the following groups have been consulted:

- Staff – Joint Staff Forum
- Care Sector – Care Sector Advisory Group
- HSCP Joint Executive
- IJB Strategic Planning Group

### **Integration Joint Board Officers consulted**

7.3. The IJB Chief Financial Officer, the IJB Chief Officer, IJB Equalities, Human Rights and Diversity Lead and Corporate Communications for NHS Borders and SBC have been consulted, and all comments received have been incorporated into the final report.

7.4. In addition, consultation has occurred with our statutory operational partners at the

- IJB Future Strategy Group
- HSCP Joint Executive

### **Approved by:**

Chris Myers – IJB Chief Officer

### **Author**

Stephen Fotheringham – Project Manager

### **Background Papers:**



Health and Social Care Integration – localities: guidance. Available from:

<https://www.gov.scot/publications/localities-guidance/pages/6/>

Community Empowerment (Scotland) Act 2015: Part 2 Community Planning Guidance. Available from:

<https://www.gov.scot/publications/community-empowerment-scotland-act-2015-part-2-community-planning-guidance/documents/>

For more information on this report, contact us at –

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**DIRECTION FROM THE SCOTTISH BORDERS INTEGRATION JOINT BOARD**  
 Direction issued under S26-28 of the Public Bodies (Joint Working) (Scotland) Act 2014

<b>Reference number</b>	SBIJB-170523-2
<b>Direction title</b>	Establishment of the Eildon Community Integration Group pathfinder
<b>Direction to</b>	Scottish Borders Council and NHS Borders
<b>IJB Approval date</b>	17 May 2023
<b>Does this Direction supersede, revise or revoke a previous Direction?</b>	No
<b>Services/functions covered by this Direction</b>	All delegated functions: The direction is not service specific but locality working groups could exercise influence across all delegated services
<b>Full text of the Direction</b>	<p>The IJB is directing NHS Borders and the Scottish Borders Council to provide leadership, admin support and appropriate membership to enable the establishment of the Eildon Community Integration Group pathfinder. This pathfinder will inform the approach to the development of further locality Community Integration Groups across the Scottish Borders. This is in line with the approach set out in the IJB paper (link enclosed below).</p> <p>It is expected that:</p> <ul style="list-style-type: none"> <li>- The Integrated Impact Assessment will continue to be developed in stages 2 and 3</li> <li>- Membership will be diverse from across the Health and Social Care Partnership, partners and our broader communities, including representation from groups identified as part of the Integrated Impact Assessment</li> <li>- Further exploration will occur to understand the opportunities for synergy with the Area Partnerships</li> </ul> <p>The pathfinder Community Integration Group will work to:</p> <ul style="list-style-type: none"> <li>- Map all health, social care, social work and well-being services in their area and develop local directories for the public, staff and partners on what is available</li> <li>- Explore how to work more collaboratively, and provide more seamless services to our communities, putting people at the heart of everything we do, and streamlining any duplication</li> <li>- Focus on developing measures, outcomes and initiatives to promote prevention and early intervention in the locality</li> <li>- Focus on developing measures, outcomes and initiatives to reduce poverty and inequalities in the locality</li> <li>- Support the IJB to appropriately engage with local communities on an ongoing basis</li> </ul> <p>Once established, one representative from each Community Integration Groups will report in to the Strategic Planning Group, and one of</p>

	the leads will be nominated to be a non-voting member of the IJB, representing the views of localities.
<b>Timeframes</b>	To start by: July 2023
<b>Links to relevant SBIJB report(s)</b>	IJB papers 17 May 2023: <a href="https://scottishborders.moderngov.co.uk/ieListDocuments.aspx?CId=218&amp;MId=6535&amp;Ver=4">https://scottishborders.moderngov.co.uk/ieListDocuments.aspx?CId=218&amp;MId=6535&amp;Ver=4</a>
<b>Budget / finances allocated to carry out the detail</b>	The Chief Financial Officer has made provision for Locality Coordinator and Project Officer support to support the pathfinder. It is expected that costs will be defined as part of the pathfinder.
<b>Outcomes / Performance Measures</b>	This working arrangement should be directly pointing towards improvements in services link to the Strategic Plan, the National Health and Wellbeing Outcomes and IJB Performance Measures
<b>Date Direction will be reviewed</b>	It is expected that an update will be brought back to the IJB in September 2023, to allow for decisions on the roll-out across the remaining four localities.