

Agenda item:

Cabinet **On 21 April 2009**

<p>Report Title</p> <p>Haringey's Community Engagement Framework</p>	
<p>Report authorised by [Designation of Chief / Senior Officer]</p> <p>Assistant Chief Executive, PPP&C</p>	
<p>Contact Officer :</p> <p>Helena Pugh Head of Corporate Policy Helena.pugh@haringey.gov.uk 020 8489 2509</p>	
<p>Wards(s) affected: N/A</p>	<p>Report for: Non-Key Decision</p>
<p>1. Purpose of the report (That is, the decision required)</p> <p>1.1 To inform the Cabinet of the development of Haringey's Community Engagement Framework</p> <p>1.2 To recommend that Members endorse the Community Engagement Framework (CEF) prior to agreement by the Haringey Strategic Partnership.</p> <p>1.3 To inform Members that the CEF may be subject to changes following the end of the public consultation period, and following the HSP meeting on 27 April, authorisation is requested for the Cabinet member for Community Cohesion and Involvement to approve any final amendments.</p>	
<p>2. Introduction by Cabinet Member</p> <p>2.1 The Community Engagement Framework for the first time clearly states the guiding principles and overarching strategy of how the Council and its partners within the HSP work with the communities we serve. The framework should be an important tool in driving up the quality of engagement across the HSP and provide a measure for residents to hold all partners accountable. This is a very high level document which was</p>	

initially consulted on with over 700 community groups and approved for formal consultation by the HSP which is now underway. The final stage of the process will be an action plan which will stem from a full public consultation where every resident, if they so wish, may participate. The action plan will be an important step in ensuring that the HSP and especially the Council itself implement practices across the piece which mean that we are ever increasingly seen as not doing things 'at' the community, but - through quality engagement - in partnership with them. I very much welcome comments.

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1 The Community Engagement Framework will contribute to the achievement of the Council Plan priority of **Delivering excellent, customer focused, cost effective services**.

3.2 The Framework will contribute to delivering on two of the outcomes of Haringey's Community Strategy – **People at the heart of change** and **Be people and customer focused**.

3.3 The Framework will help the Council and its partners to deliver on the following **Local Area Agreement** indicators:

- NI1: % of people who believe people from different backgrounds get on well together in their local area
- NI4: % of people who feel they can influence decisions in their locality
- NI6: Participation in regular volunteering
- NI7: Environment for a thriving third sector
- NI21: Dealing with local concerns about anti-social behaviour and crime by the local council and police – proxy % of people who feel well informed about what the council is doing to tackle anti-social behaviour
- NI140: Fair treatment by local services - proxy to what extent does your local council treat all types of people fairly

3.4 The Framework's purpose – to provide a good practice partnership approach to engagement – links with many Council and HSP strategies and initiatives and will provide an approach for partners to use in implementing them. For example: Children and Young People's Strategic Plan, Well-being Strategic Framework, Greenest Borough Strategy, Homelessness Strategy, COMPACT, Community Link Forum (CLF), Local Involvement Networks (LINKs), Youth Council, Local Area Assemblies, Research Governance, service user representation and involvement, pilot participatory budgets.

3.5 The Community Engagement Framework is a document for Haringey Strategic Partnership (HSP) organisations which promotes joint working between partners in undertaking engagement. As such, the Framework promotes an approach which has the potential to provide value for money for the Council and its partner organisations.

4. Recommendations

4.1 That Members agree the Community Engagement Framework before it is adopted by

the Haringey Strategic Partnership.

5. Reason for recommendation(s)

- 5.1 From April 2009 local authorities will be expected to introduce the new 'duty to involve' which seeks to ensure that local people have greater opportunities to have their say. The aspiration for the new duty is to embed a culture of engagement and empowerment across the authority's functions.
- 5.2 The Audit Commission will be testing the level and quality of public engagement (and empowerment) as part of the Comprehensive Area Assessment process. We will be assessed to see how well vulnerable and marginalised groups are involved in local decision making.
- 5.3 The CEF will help us to collate evidence to support work for the self assessment.
- 5.4 Feedback from the Council's 2007 bid for Beacon Status in relation to Citizen Engagement and Empowerment was that whilst there were excellent examples of citizen engagement, these were not consistent or integrated within a strategic plan.

6. Other options considered

- 6.1 To have done nothing would leave weaknesses as identified by the feedback on the Beacon bid and would also have left the Council open to criticism from the Audit Commission.

7. Summary

7.1 Community engagement is a central theme within the current legislative and policy framework and underpins many of the planned improvements in public services. It is not only viewed as a tool for improving public services, but is also recognised as a key process for achieving wider policy goals and aspirations such as the renewal of our most deprived areas, improving trust in public institutions, enhancing community cohesion, encouraging active citizenship and improving democratic participation.

Background

7.2 In 2007 the council was short-listed for its bid for Beacon Status in relation to Citizen Engagement and Empowerment. The conclusion of the assessment panel was that whilst there were excellent examples of citizen engagement, these were not consistent or integrated within a strategic plan. The assessment team specifically highlighted the following relevant areas for development:

- Developing a shared vision in Haringey to promote citizen engagement and empowerment in a strategic way.
- Embed the systematic use of customer information to design and improve services and support strategic planning across the authority.
- Increase demonstrable evidence of how engagement has been used to transform services.

Policy context

7.3 Community engagement and empowerment are central themes within the legislative

and national policy framework and underpin many of the changes currently occurring within public services. Community engagement is seen as a key driver in delivering improvements in the quality of public services. As of April 2009, Local Authorities will have a new duty to inform, consult and involve communities in local decisions, policies and services.

7.4 National drivers

There are a number of legislative and policy directives which underpin the need to develop a local community engagement framework. Please see Appendix A for details.

7.5 Local drivers

The Framework builds on our responsibilities contained within the Sustainable Community Strategy (SCS), which provides the overarching direction for the borough. The two SCS outcomes of **People at the heart of change** and **Be people and customer focused** and relevant LAA indicators listed above show the HSP's commitment to empowering and engaging local people:

7.6 Comprehensive Area Assessment (CAA)

The Audit Commission will be testing the level and quality of public engagement and empowerment as part of the CAA assessment process. We will be assessed to see how well vulnerable and marginalised groups are involved in local decision making. One of the three key CAA questions will look at the partnership's understanding of local needs and aspirations and ensure that this knowledge has been used in the development of local priorities.

7.7 The Council and HSP need to be able to evidence community engagement work under this new inspection regime, as inspectors will be looking at how effective engagement is, by understanding:

- How well councils and their partners know and engage with their communities, including children, and understand the needs of vulnerable and marginalised groups;
- The extent to which priority outcomes for the area have been defined with the involvement of communities;
- How well communities have been involved in assessing whether priority outcomes have been delivered; and
- The effectiveness of local partners in coordinating community engagement and communicating the impact on their decision.¹

7.8 Haringey Strategic Partnership's Approach to Community Engagement

On 3 December 2008 the PMG agreed that the HSP would develop a framework to co-ordinate and strengthen community engagement work, and that a multi-agency group would be formed to take forward this work. On 20 January 2009 the PMG agreed that a draft of the CEF would be taken to the HSP on 26 February 2009 for agreement to public

¹ Comprehensive Area Assessment – Framework Document, p.17 (Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted). February 2009.

consultation. The HSP agreed the draft CEF for public consultation on 26 February 2009.

7.9 Multi-agency project group

A multi-agency project group to develop the CEF was established in December 2008. Four meetings of the multi-agency project group have been held since December 2008 and representation and involvement from partner agencies has been strong. See Appendix B for a list of the organisations represented.

7.10 The group has now developed the CEF for agreement by individual partner organisations and the HSP – please see Appendix C. Please note that the CEF is still out for public consultation, and minor changes may be made before the final document is published. Any changes will be agreed by the Assistant Chief Executive for PPP&C before final publication of the Framework.

7.11 The multi-agency group has also undertaken an initial mapping exercise of community engagement work across partner organisations, and will use this to inform the development of the CEF Delivery Plan.

7.12 Consultation process

The consultation process is taking place in three phases. Details are as follows:

Consultation phase 1:

- The first phase of community consultation took place between 19 January 2009 and 13 February 2009.
- 700 voluntary and community groups in the borough were sent a letter from the HSP Chair explaining what the purpose of the CEF and the development process. The groups also received a questionnaire regarding engagement processes, asking for practical suggestions on how HSP partners can engage with different communities in the borough.
- These documents were also available online, and the questionnaire could be completed online on the Haringey Council website. The link to this web page was circulated to community groups by HSP partner organisations.
- The CEF was discussed and feedback given at the following meetings:

Meeting	Date
Haringey Council Policy Network	13 Jan
HSP PMG	20 Jan
HSP Co-ordinators Group	6 Feb
Community Link Forum Event	27 Feb

- 100 community responses were received. These responses have been used to inform the CEF, and will also be used to inform the future development of the CEF Action Plan. A table demonstrating how the responses have informed the development of the draft CEF is provided in Appendix D.

The first phase of consultation provided the following headline results:

Communities would like to let the HSP know about their needs and interest through:

- Public meetings on specific issues
- Postal surveys

Communities would like the HSP to provide feedback through:

- Features in Haringey People
- Feedback letters

Communities would like councillors and community representatives to gather their views through:

- Meetings on specific issues
- Email

Consultation phase 2:

- The second phase of consultation is taking place between 5 March and 21 April 2009.
- The consultation date was extended to 21 April so that it could include a meeting of Haringey's Community Link Forum. Due to reporting deadlines, this report has been written before the consultation has closed. If any consultation responses are received which should be incorporated into the document a verbal update will be provided at the Cabinet meeting.
- The consultation document was sent out to over 700 community and voluntary groups and is available on the Haringey Council website.
- The questionnaire accompanying the document asked for specific comments on the vision, definition and principles of the CEF. Please see Appendix E for the consultation questionnaire.
- The April edition of Haringey People carried an article about the CEF.
- The CEF has also been discussed at the following meetings:

HSP thematic boards:	
Well-Being Partnership Board	2 March
Enterprise Board	9 March
Integrated Housing Board	23 March
Safer Communities Executive Board	23 March
Children & Young People's Strategic Partnership Board	7 April
Making a Positive Contribution (sub group of Well-Being Partnership Board)	7 April
Better Places Partnership	16 April
Haringey Community Link Forum meeting	21 April

Consultation phase 3:

- The third phase of the consultation will take place later in the year and will focus on the Delivery Plan to be developed following agreement of the Framework. The multi-agency project group is currently developing the consultation process for the third phase of consultation.

7.13 Next steps

Following the second consultation phase, the following will take place:

- The CEF will be taken to the HSP for agreement on 27 April 2009
- The final CEF document will be made available on partner websites
- The multi-agency group will continue to meet for a time-limited period in order to plan the third phase of consultation and to develop the CEF Delivery Plan and accompanying Equality Impact Assessment.
- The Performance Management Group of the HSP will be responsible for monitoring the development of the Action Plan and its outcomes, and for reviewing progress against the CEF - initially one year after it is adopted after the HSP.

8. Chief Financial Officer Comments

8.1 The Chief Financial Officer notes the contents of this report and notes that at the current time there are not likely to be any additional costs that can not be met from existing council budgets.

8.2 The delivery plan is not expected to be completed before March 2010 at which time there will be greater clarity over any financial or people resource required.

9. Head of Legal Services Comments

9.1 The use of the CEF as recommended should assist the Council in complying with its new statutory duty to involve.

10. Equalities and Community Cohesion Comments

10.1 The Haringey Strategic Partnership will undertake a full Equalities Impact Assessment of the Community Engagement Framework and its Delivery Plan once firm actions have been established.

10.2 An initial equalities impact screening has been undertaken during the development of the Framework. The findings will be used to inform the full EIA which will be undertaken when the Action Plan is developed.

10.3 Potential positive impacts of Framework – initial screening:

- HSP organisations will develop better knowledge of how different communities engage or want to engage with different communities
- HSP organisations will share information regarding the engagement needs of different communities
- Communities will be better informed about engagement opportunities
- Relationships will improve between different communities and partner organisations
- Equalities issues considered when engagement activities planned
- Improved services that meet the needs of communities

10.4 Potential negative impacts of Framework – initial screening:

- Some decision-making on engagement initiatives may initially be slower than usual, due to joint working

10.5 The overall impact of the Framework is likely to be very positive with regard to equalities and community cohesion.

11. Consultation

11.1 Details of the consultation process are provided in section 7, as consultation has been integral to the development of the CEF.

12. Service Financial Comments

12.1 The development of the CEF so far has been undertaken within the existing resources of the Corporate Policy and Consultation Teams, and of the multi-agency project group. When the Framework has been agreed, work will continue to develop the Delivery Plan for the CEF within these existing resources. The Delivery Plan may identify actions which may require further resources from different services or agencies. When this stage is reached a further financial assessment will be required.

13. Use of appendices /Tables and photographs

Appendix A – National Drivers for community engagement

Appendix B – Members of multi-agency project group

Appendix C – Community Engagement Framework for agreement

Appendix D – Table demonstrating how consultation has informed the Framework

Appendix E – Phase 2 CEF consultation questionnaire

14. Local Government (Access to Information) Act 1985

[Local Government and Public Involvement in Health Act \(2007\)](#)

[Strong and Prosperous Communities White Paper](#)

[Communities in Control: real people real power \(2008\)](#)

[Sustainable Communities Act \(2007\)](#)

[National Framework for Greater Citizen Engagement – Ministry of Justice](#)

[Planning for a sustainable future \(2007\)](#)

[Policing Green Paper](#)

Appendix A: National Drivers for community engagement

Local Government and Public Involvement in Health Act (2007)

This is the key legislative driver for the development of the community engagement framework as it provides context for engaging people at the local level. From April 2009, Local Authorities have a duty to involve local communities in local decisions, policies and services. Specifically to inform, consult and involve.

- Removes Best Value duty but Local Authorities now have a duty to involve representatives of local people in the provision of services; this goes beyond consultation but specifically requires that local authorities inform, consult and involve.
- Establishes Local Involvement Networks (LINKs): to promote and support community involvement in local services
- PCTs have a duty to involve representatives in decision making and report annually on activities.
- Requirement for J

Strong and Prosperous Communities

The White Paper promotes community and neighbourhood engagement. It develops the role of overview and scrutiny in relation to external bodies. It provides new requirements on service providers to engage with Sustainable Community Strategies and LAAs. There are changed requirements for council constitutions, and some limited opportunities for new unitary councils and pathfinders of new forms of two-tier working.

Communities in Control: real people real power (2008)

This White Paper recognises and supports representative and participative democracy at both the national and local level.

- New duty for Local Authorities to promote democracy: *promote voter registration, explain voting, explain registration and explain role of the Councillor.*
- Expansion on duty of Local Authorities to involve: *involve people in developing service and involve people in commissioning of services. Must establish and recognise a panel of representatives of local persons and consult this about LA's proposals.*
- Duty of Local Authorities to respond to petitions concerning its functions: *5% of local population will trigger full council debate also must act on PCT petitions.*
- Councillor Call for Action: local champions to solve ongoing community problems or issues.
- Participatory Budgeting: *All Local Authorities to have schemes up and running by 2012.*
- Structure of council meetings: *Overview & Scrutiny required to have more large scale public meetings, more council meetings in the community, public involvement in topic scrutiny selection.*
- Organisational accountability: summoning senior officers to public meetings

Sustainable Communities Act (2007)

The main thrust of this legislation is it gives people more control over improving their community. The act seeks ways to empower localised communities in redressing pressing or intransigent community problems. Key new duties:

- Act requires that Community Panel's are established to direct local spending and to improve services and quality of life of residents.
- LA to demand spending plans of central government (and related agencies) and to reprioritise these funding streams to locally determined issues (to turn around social decline in specific areas).

National Framework for Greater Citizen Engagement – Ministry of Justice

The paper makes a number of suggestions for reinvigorating representative democracy. Although this paper is focused at the national level, by implication these can also be applied locally. The premise of this paper is that active participation is central to a healthy vibrant democracy and can lead to a more shared understanding of local issues and how they may be resolved, builds community cohesion and instil confidence in local institutions.

- Referenda although useful democratic engagement tool should be used as the exception: *Can be sued locally to determine there is a need for a local mayor, similar referendum techniques have been used in education and housing (ALMO).*
- Citizens Juries and Citizens Summits as forms of deliberative engagement: *sample of local communities to consider policy issues and give a verdict. Assisted by briefing papers, access to experts and informed by local political leaders.*
- Petitions: *links to CCFA*

Planning for a sustainable future (2007)

Although primarily concerned with consultations with planning proposals at the national level (such as large infrastructure projects) there is more general guidance on public engagement issued:

- Further guidelines on full and fair opportunities for public consultation and engagement
- New proposals for public consultation on major national projects

Policing Green Paper

The 2008 Policing Green Paper makes a number of recommendations concerning police reform. A chapter on improving the connection between the public and the police recommends:

- The introduction of new Crime and Policing representatives, elected locally, to chair the CDRP and sit on the local Police Authority
- A local 'Policing Pledge' to set out what the public can expect from the police.

Appendix B: Organisations represented at CEF multi-agency group

- College of North East London (CONEL)
- Family Mosaic Housing Association
- Haringey Association of Community and Voluntary Organisations (HAVCO)
- Haringey Council
- Homes for Haringey
- London Fire Brigade
- Metropolitan Police
- NHS Haringey