

Committee report

Committee	HEALTH AND WELLBEING BOARD
Date	25 APRIL 2019
Title	PAN COMMUNITY BUILDER PROJECT
Report of	CHIEF EXECUTIVE

EXECUTIVE SUMMARY

1. This report sets out the current position of the Pan Community Builder Project, including the projects currently in scope and makes proposals to amend the governance of the overall project to ensure its ongoing delivery.

BACKGROUND

2. The Pan Community Builder Project is being delivered using an Asset Based Community Development (ABCD) approach. This is a style of community development which challenges the traditional deficit-based approach to solving urban and rural development problems by focusing on the needs and deficiencies of neighbourhoods. An ABCD approach focuses on local assets (people, physical assets etc.) and individual strengths as a means of ensuring sustainable community development, enabling people to have a life of their own choosing.
3. The Isle of Wight Health and Wellbeing Board Strategy (HWBS) 2018–2021, identified the need for two ‘place-based’ initiatives in Newport East Ward and Ryde (North East) Ward; taking an ABCD approach to improve the health of communities and reduce inequalities by developing and supporting citizen led action.
4. While it was acknowledged that there was much already going on in these communities, the decision to use an asset-based approach to improve health and wellbeing opportunities in these communities was made after conversations with community members held as part of the consultation process for the Health and Wellbeing strategy during 2017.
5. The Newport East ward was chosen as the first project area because of its lower socioeconomic profile; driven by long-term unemployment, with under employment of those in employment due to zero-hour contracts and part-time working. Further, there is low education and attainment, with 30 per cent of the population having no education qualification, 10 per cent of the population are

deemed to have had to very bad health and the lack of job opportunities relative to the skills and qualifications of the population.

6. In October 2017 the Health and Wellbeing Board asked the local ward member to lead the work on this project. Public Health funding was identified to support the development of an ABCD project in Newport East Ward and the department commissioned Community Action Isle of Wight (CAIW) to deliver the project.
7. Included within the agreement with CAIW was a provision for the (now) Newport and Carisbrooke Parish Council to line manage the Community Builder Role.
8. It is unclear why the local Parish Council was seen as the managing agent of the Community Builder role and it has never indicated any willingness to become involved in this way. The suggestion is also at odds with the Health and Wellbeing Board's request for the local ward member to lead the project.
9. The project commenced in October 2017 and a Community Builder was appointed in April 2018 to assist the community in achieving their projects. The role of the Community Builder being to listen to the community, present the initiatives to the steering group and then support the delivery of the agreed projects by the community.
10. The local ward member was instrumental in identifying, establishing and chairing a steering group to oversee the implementation of the ABCD approach to the project. The intent of the group being to provide clear direction, prioritise the initiatives raised by community members and guide the project. However, its role is not formally set out in the council's agreement with CAIW. The steering group is currently made up from representatives of the community, the business community, local groups, head teacher of the local school and Parish Council. Community Action Isle of Wight and is chaired by the local elected ward member. Representatives from Public Health attend meetings as the commissioner of the arrangements with CAIW.
11. Attached at appendix 1 is a list of the projects which the Community Builder is working on with the community. Members of the Board are asked to note that the project started well with many initiatives in scope, however some momentum has been lost in recent months.
12. In this time the lead member indicated they wished to step aside from the project on account of their frustrations with its governance and their perceived lack of influence over its direction. Therefore, the steering group has not met regularly to give the project the necessary guidance and input from the community. It is essential that the project has a robust management structure, and strong levels of community engagement to enable its success throughout its remaining two years of funding. This report is intended to outline how the project's momentum can be regained.
13. Issues regarding the overall governance of the project would seem to be central to this loss of momentum in three ways:
 - The lead member's opinion is that the Board intended the steering group to have the responsibility for the direction of the Community Capacity Builder.

- Newport and Carisbrooke Parish Council has confirmed that it does not wish to become involved with the line management of the Community Capacity Builder.
 - Community Action Isle of Wight, as the employer of the Community Capacity Builder are keen to ensure that their employee has clear lines of accountability and that CAIW is able to effectively fulfil its responsibilities under the funding agreement and as an employer.
14. It is clear there is some disagreement about how the delivery of the project was originally conceived and whether its current governance arrangements are consistent with the Health and Wellbeing Board's original intentions. The challenge for the here and now however is that the council has entered into a three-year agreement with Community Action Isle of Wight for the delivery of the project and the lead member requires a clearer mandate to directly influence the work of the Community Capacity Builder. Community Action Isle of Wight is concerned to have a clear framework with which it feels it can fulfil its agreement with the council and deliver the outcomes required for the funding provided.
 15. Without the full involvement of the lead member, the potential positive impact of the project is likely to be greatly reduced from what might be otherwise achievable.
 16. The most pragmatic way of resolving some of governance arrangements and allowing the local member to engage with the project requires:
 - An acknowledgement that Community Action Isle of Wight is responsible for the management of the Community Builder and therefore the delivery of the project,
 - That there needs to be a newly created Executive Board, led by the lead Member to oversee the work of Community Action Isle of Wight on a regular basis.
 - That the Steering Group continues as a mechanism for shaping and informing the work of the Community Builder
 - That any reference to the Parish Council's line management of the Community Builder is deleted from the funding agreement.
 17. In this model the executive board would involve representatives from the council, the community, Community Action Isle of Wight and be chaired by the lead member. A summary of the proposed changes to the governance arrangements is shown in appendix 2 to this report.
 18. The alternatives to this pragmatic approach would be to terminate the project altogether, target the work on another part of the Island for the remaining term of the agreement with Community Action Isle of Wight or for the council to take on the direct management of the Community Builder.

STRATEGIC CONTEXT

19. The Council's Corporate Plan identifies one of its key outcomes as the need for people to, "take responsibility for their own health and wellbeing". Adoption of the

Health and Wellbeing strategy including the ABCD placed based initiative will make a positive contribution to this outcome and will assist in protecting the most vulnerable within the health and social care system.

CONSULTATION

20. The aim of the Health and Wellbeing strategy, which includes plans for the ABCD place based initiative in Newport East, is to outline the joint approach by all key stakeholders to improving the community's health. Because of this, consultation was considered an important element of the process in writing the strategy.
21. Consultation for this strategy was undertaken from July to December 2017 and consisted of a workshop for stakeholders with the results from this presented as a business plan for approval at the Board on the 19 October 2017.
22. From this consultation a draft strategy was submitted to the Board on 18 January 2018 for comment and review. It was identified that the priorities were based on what was believed to be the most important issues, which when addressed, would have the biggest positive impact on health and wellbeing locally. Information and data was accessed from relevant joint strategic needs assessments and used to agree joint priorities.

FINANCIAL / BUDGET IMPLICATIONS

23. The council has agreed funding of £22,813.66 per annum for a three year period from April 2018. A total commitment to the Newport East ward of £68,440.98.

LEGAL IMPLICATIONS

24. The council can terminate the agreement with CAIW and any associated payments on three months' written notice.

EQUALITY AND DIVERSITY

25. The Health and Wellbeing strategy sets out the broad approach to improve the health and wellbeing of everyone on the Island and particularly those who are the most vulnerable and experience a poorer quality of life.
26. The Health and Wellbeing strategy recognises the council's and other partner organisations' statutory obligations under the Equality Act 2010 to have due regard to eliminate unlawful discrimination, promote equal opportunities and to foster good relations between people who share a protected characteristic and people who do not share it.

OPTIONS

27. The following options are available to the Board:
 - a) Continue to provide the project its current format.
 - b) Revise the governance arrangements for the project to formalise the terms of reference for the steering group and introduce an executive group as set out in Appendix 2.

- c) Agree that Newport and Carisbrooke Parish Council will not be required to line manage the Community Builder and confirm that this is a function of Community Action Isle of Wight.
- d) Terminate the ABCD Community Builder project altogether
- e) Transfer the funding for the ABCD project to another Island ward and utilise the existing agreement with Community Action Isle of Wight as the basis for delivery for the remaining term of the agreement.

RISK MANAGEMENT

- 28. The Board's original intent was for the Community Builder project in Newport East to be a pilot project for a wider roll out of ABCD ward based initiatives in the future. It is therefore to be expected that there would be some problems with its initial delivery; if the project were not continued then there is a risk that nothing will be learned from the project with which to inform the delivery of other similar projects at a later date.
- 29. The governance arrangements have become a barrier to the effective delivery of the project in Newport East; the risk therefore, is that if the changes recommended in this paper are not adopted, the project is likely to be unsuccessful.
- 30. In any community based scheme there is a risk that individuals involved with the project will have differing but equally valid views about how it should proceed. This could cause a project to fail but may be mitigated by an effective scheme of governance as proposed in this paper.
- 31. Some community based initiatives in Newport East ward may still proceed regardless of the input of the Community Builder, however there is a risk that some will not proceed or will proceed more slowly without the Community Builder being in place.

EVALUATION

- 32. The ABCD place based initiative in Newport East was established by the Board as a pilot project so that it can learn the lessons of this type of approach to building community health, wellbeing and resilience. Whilst the project has struggled in recent months this is not entirely unexpected given the experimental nature of what is being done and the need for the Board to learn the lessons for future projects.
- 33. This paper reflects on some of the learning from the project's first year and makes recommendations as to changes in its approach that should benefit delivery of the intended outcomes in the remaining two years of the scheme.
- 34. The delivery of an ABCD approach requires the active involvement of the community and community leaders for it to be most effective. The proposals in this paper seek to enhance the input of the community to the project and ensure its delivery is aligned closely with local needs and aspirations.
- 35. The alternative to making the changes proposed in this paper would be to cease the project or transfer its resources to another area. It would seem too early in

the delivery process to adopt this course of action without first considering the impact of the initiatives proposed in this paper.

RECOMMENDATION

36. It is recommended that the Health and Wellbeing Board adopt options b) and c):
- b) Revise the governance arrangements for the project to formalise the terms of reference for the steering group and introduce an executive group as set out in Appendix 2.
 - c) Agree that Newport and Carisbrooke Parish Council will not be required to line manage the Community Builder and confirm that this is a function of Community Action Isle of Wight

APPENDICES ATTACHED

[Appendix 1](#): List of Current Individual Projects Comprising the Newport East ABCD Community Builder Project

[Appendix 2](#): Formalisation of Governance Arrangements for the Newport East Community Builder Project

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