

Community Network Review: The Future of Cornwall's Area Partnerships: Seeking Your Views

1. Introduction

- 1.1 Cornwall Council is carrying out a review of Cornwall's area partnerships, the "Community Networks." This is a key part of a wider programme to transform the way the Council works in place with our partners and residents for the benefit of our communities. The Council's Cabinet commissioned the review. Its ambition is to create new, improved area partnerships that are empowered and equipped to take tangible action and drive change on the strategic issues that matter to our communities, and to help the Council and its partners improve how we connect and work with the people of Cornwall. The proposed title for the new partnerships, which will replace and build on the work of the Community Networks, is "Community Area Partnerships" or "CAPs".
- 1.2 This paper sets out a proposal for the role and geography of the Community Area Partnerships, together with a broad proposed governance model. The Council has developed these proposals with Community Network Chairs & Vice-Chairs. It is now seeking wider views on the proposals, via the Community Network Panels, so it can use the feedback to finalise the proposals, maximise the benefit for our residents and communities, and ensure that the new arrangements are achievable and workable for our stakeholders, including Cornwall Councillors, Town & Parish Councils and our public and voluntary sector partners.
- 1.3 The Council plans to make a decision on the overall role, geography and broad governance model of the CAPs by early in the new year. Further work will then take place to develop and implement the detailed model, with the CAPs to start meeting in May 2023, subject to alignment with any wider changes to governance in Cornwall.
- 1.4 The paper is in two sections:
- The main paper seeks views on the following issues, and explains the case for change:
 - Proposed "function" (role) of the Community Area Partnerships*
 - (a) Vision (Section 3)
 - (b) Objectives (Section 4)
 - (c) Specific roles (Section 5)
 - Proposed "form" of the Community Area Partnerships (geography and governance)*
 - (d) Draft geography (Section 6)
 - (e) Broad governance model (Section 7)
 - Appendices setting out further details:
 - Appendix 1: Detailed schedule of specific proposed roles
 - Appendix 2: Draft geography: schedule of draft areas; maps circulated separately
 - Appendix 3: Further background information
- 1.5 Community Network Panels are asked to discuss the proposals and feedback their views by 18 November 2022 via their Community Link Officer. We are circulating this paper to Cornwall Councillors, Town & Parish Councils and other partners within each community network so they can feed their views into their Community Network Panel's discussion.

2. Community Area Partnerships: The case for change

2.1 The reasons the Council is proposing to introduce new, improved area partnerships are:

1. Cornwall's area partnerships need to be better empowered and equipped so they can take tangible action and drive change on the issues that matter to local communities, whether these are specific to their local areas, or common across several areas, or the whole of Cornwall.
2. The Council has an ambitious business plan¹ focused on driving forward the key priorities for Cornwall and its communities. It needs to work more effectively in place with partners and communities to deliver these priorities and the Government's levelling up missions². The area partnerships need to be at the heart of this, with a critical role in helping to progress the opportunities and address the challenges in their places, both through their own action and in holding the Council and its fellow service providers to account. It is essential that they are strong enough to fulfil this role effectively. *(As highlighted in the introduction, the Community Network Review is a key element of a wider programme to transform how the Council works in place. You can read more about this in Appendix 3).*
3. There is a particular need to strengthen how the Council and its partners improve their connectivity with communities, supporting people to help each other to start, live and age well. Again, our area partnerships have an essential role both in helping to build connectivity within communities; and facilitating and advising on Council and partner engagement in their areas.
4. Cornwall is facing significant, ongoing resource challenges. This includes the reduction in the number of Cornwall Councillors, and pressures on Council and partner staff and budgetary resources in the context of the global financial situation. We need an area partnership structure that can sustainably and effectively be supported from within our shared resources.
5. Change provides an opportunity to build on the successes and strengths of the Community Network Panels and improve their consistency of approach. However, it is not practicable sustainably and effectively to support 19 separate partnership areas through our shared resources in a way that will enable them to meet all the challenges outlined above.
6. Cornwall needs the area partnerships to be the best they can be for the communities they serve and all the partners who give their considerable and invaluable time and energy to taking part in their meetings and contributing to their work. This is a journey the Council started with the Community Networks, is determined to continue with this review, and will need to maintain as a continuous improvement process to meet current and future challenges.

¹ [Council Strategy and Business Plan - Cornwall Council](#)

² Levelling Up Missions: [Government unveils levelling up plan that will transform UK - GOV.UK \(www.gov.uk\)](#). A table setting out Cornwall performance against the 12 missions is set out at paragraph 2.2 of the attached report: [Shared Prosperity Fund - Cornwall and Isles of Scilly Good Growth SPF Investment Plan - Report.pdf](#)

3. Function: Draft Proposed Vision for Community Area Partnerships (CAPs)

- 3.1 The draft vision for the CAPs, developed in consultation with Community Network Chairs & Vice-Chairs (CN Chairs), is as follows. The vision is the building block for the more detailed objectives and specific roles set out later in this paper. **We are inviting views on the draft vision.**

Overall vision: **“Bringing together local organisations and people to tackle the issues that matter to communities so that everyone can start, live and age well”**

Vision themes. “Cornwall’s Community Area Partnerships (CAPs):

- (1) Are the space where partners coordinate their work in place and get things done
- (2) Have a “bottom up” approach based on localism principles, where communities are enabled and supported to take charge of their future, selecting their own goals and how to achieve them
- (3) Are empowered so they can act effectively in, and be an influential voice for, their areas
- (4) Are listened to respectfully and responded to in a timely and effective way
- (5) Are treated and resourced with parity, with reference to evidence of need, and make-evidence-based decisions
- (6) Have strong connectivity with partners and communities within and beyond their areas
- (7) Fairly balance the needs of different communities of interest and place within their areas, including between town and rural/parish areas
- (8) Promote equality and diversity within their areas
- (9) Champion town & parish councils and act as the GO TO: PLACE where they can get support, PLATFORM where they can share best practice, and PATHWAY to progress and seek funding for projects and ideas
- (10) Work closely with and help support the work of the voluntary and community sector
- (11) Champion co-design of services
- (12) Support communities to take action to help each other and build their capacity to do so.”

4. Function: Draft Proposed Objectives for the Community Area Partnerships (CAPs)

- 4.1 We have also worked with Community Network Chairs & Vice-Chairs (CN Chairs) to develop a set of draft objectives for the Community Area Partnerships (CAPs). These build on the draft vision, the feedback from the CN Chairs workshops and the current Community Network Panel objectives. **We are inviting views on the draft objectives**, which are set out in the table below:

Key: **The draft proposed Community Area Partnership objectives are in bold.** *The current principal Community Network objectives are in italics, to show how the draft objectives would build on these.*

Draft proposed objectives for Cornwall’s Community Area Partnerships...(CAPs)
(1) To take, drive and influence action to support their communities to meet their area priorities and, through their combined efforts, help meet Cornwall’s priorities
(2) To help Cornwall Council and its partners improve connectivity with the people of Cornwall, building relationships between the people and organisations working for and in communities, and giving people a greater say in the decisions and issues that affect them. <i>(Current relevant CN objectives: “To give local citizens a greater say in Council affairs”; “To enable local people to access services [reference to CN Area based service provision rather than Panels] and engage in the decision-making process”; “To build relationships between the people and organisations working in their communities”</i>
(3) To support the growth of community action and self-resilience, working with communities and building their capacity to help them achieve their goals and help each other
(4) To use their influence to shape the delivery of services in their areas, facilitating co-design with partners and communities <i>Current CN objective: “To...shape the delivery of services in their areas”</i>

<p>(5) To empower Members in their local leadership roles and support them to do their work in place <i>Note: This objective aligns to Cornwall Council's Councillor Role profiles, which reflect the Local Government Association's best practice guide on the four roles of a councillor. The four roles are (1) representing your local area, (2) community leadership, (3) developing Council policy, and (4) planning and regulation, with the first two roles being particularly key in relation to area partnerships. The role of a councillor (LGA). CN Chairs have highlighted the need to ensure clarity of role for Cornwall Councillors on the CAPs.</i> <i>Current CN objective: "To... empower local Members to take decisions and shape the delivery of services in their areas"; also see CAP objectives 1 and 4 above.</i></p>
<p>(6) To champion and facilitate the work of town & parish councils, providing a PLACE where they can get mutual support, a PLATFORM where they can share best practice, and a PATHWAY to progress and seek funding for projects and ideas</p>
<p>(7) To work with, facilitate and promote the work of the voluntary, social & community enterprise sector</p>
<p>(8) To facilitate joint working at a local and strategic level between the Council and its key partner organisations <i>Same as CN objective, deleting "key"</i></p>
<p>(9) To facilitate joint working between Community Area Partnerships.</p>
<p>(10) To bring individuals and groups with shared interests and challenges together from across Cornwall, to enable sharing of skills, assets and learning and to build solutions</p>
<p>(11) To advise the Council and other public bodies on issues of local interest or concern, and follow up on their responses as necessary <i>Same as CN objective, with addition of the "follow up" clause.</i></p>
<p>(12) To be able to lead, deliver or support key projects and activities for local communities that support area plan priorities <i>CN objective: "To deliver key projects for local communities"</i></p>
<p>(13) To engage on, agree and drive forward community-led, evidence-based local strategies and action plans for their areas <i>CN objective: "To identify, agree and drive forward local priorities for their CNA"</i></p>
<p>(14) To have their say on local service delivery, strategies and projects that affect their communities <i>Same as CN objective, with addition of "projects"</i></p>
<p>(15) To work together to promote the wellbeing of their local areas, bring communities together and promote equality and diversity <i>Same as CN objective, with addition of "promote equality and diversity"</i></p>
<p>(16) To recommend spend of any budgets allocated to the community area partnership areas*, such as grants or commissioning of activities supporting area plan priorities <i>*Note: In a similar way as with the Highways Scheme</i></p>
<p>(17) To bid for/coordinate local bids to specified centrally held budgets</p>

5. Function: Proposed specific roles for the Community Area Partnerships (CAPs)

- 5.1 This section sets out a summary list of specific new/improved roles for the Community Area Partnerships (CAPs). **We are inviting views on the roles.** A schedule detailing each specific role is set out at Appendix 1; this includes feedback from the CN Chairs & Vice-Chairs workshops.
- 5.2 **Proposed priority roles:** There are three roles which the Cabinet would like the CAPs to undertake as a priority to support the vision, and one role which came out as a particular priority in the CN Chairs' discussions. These are as follows:

(A1 – NEW ROLE): engagement on, development and delivery of **CAP Area Priorities and Action Plans (“CAP Plans”)** to progress priorities that are important to our communities. “CAP Plans” will be evidence-based plans, bringing together local priorities, Council and levelling up missions. They will be developed through engagement with local stakeholders and communities. They will feed into Cornwall Council’s policy/budget-setting processes and will be shared with partner organisations. Place-based officer working groups and Council Leadership Team representatives will provide support on developing, implementing and monitoring the CAP Plans. The Council will analyse alignment of existing resources to CAP Plan priorities, and, where there is a business case to do so, look at the potential to realign or refocus resources to help progress those priorities. There will be mechanisms for CAPs to escalate issues; where concerns are supported by evidence, the Council will take action to address these.

(A2 – NEW ROLE): an important role on the **Good Growth Shared Prosperity Fund Investment Plan for Cornwall and the Isles of Scilly for 2022-25**, particularly in relation to the “Community Levelling Up” and “Community Capacity & Facilitation” programmes. These proposals are currently in development and subject to formal approvals under the Good Growth programme.

- The Community Levelling Up Programme (CLUP) is a £11.49m programme to help communities develop their place-shaping ambitions and empower them to drive the changes they need. In 2022/23 (“Year 1”), the Community Network Panels will input into the development of Local Good Growth Delivery Frameworks to underpin delivery of the programme in 2023-25 (Years 2&3). In Years 2&3, it is proposed the CAPs will have a devolved budget to implement their Delivery Framework (on the basis that there are 12 CAP areas as proposed below, the current draft estimated budget for each CAP for this period is £400,000). They will also be able to apply to a central “performance reserve” to bring forward more/larger projects; and draw on support from the CLUP facilitation and project development support team, which will assist applicants through the process and drive delivery of key strategic projects.
- The Community Capacity & Facilitation Fund (CCFF) is a £2m programme to support and build the capacity of communities to develop project proposals for larger projects so they potentially secure larger-scale delivery funds (from any SPF programme and other sources), expanding on the existing Town Vitality funding programme. CNPs/CAPs will be able to draw on support from the CCFF team, which will be in place by January 2023, funded from the programme budget. The team will focus on building capacity and directly supporting communities to bring forward project proposals. In Years 2/3, it is proposed that each CAP will have an allocated budget to support programme objectives; this will be on the basis of assessing and prioritising applications for funding support from organisations within their areas (e.g. funding for feasibility studies, place-based economic strategies, training to strengthen community capacity).

(A3 – ENHANCED ROLE) an enhanced **community engagement** role, to help strengthen connectivity with communities, champion co-design of services, support communities to take action to help each other and build their capacity to do so. The key elements of this will be: (i) engaging communities on the development and implementation of their CAP Plans, (ii) advising Cornwall Council/partners on community engagements those organisations are carrying out in their CAP area, to help maximise impact and involvement and ensure that local context is taken into account and (iii) promoting local community capacity building, by overseeing relevant work undertaken by officers and working in closer partnership with the Voluntary Community and Social Enterprise Sector (VCSE).

(A4 – ENHANCED ROLE) CAPs would have an enhanced role in **engaging and supporting Town & Parish Councils**. CN Chairs & Vice-Chairs have developed this proposal at their workshops. They are clear that Town & Parish Councils’ place at the heart of our area partnerships is critical and that there are opportunities to build on the Community Network Panels’ work in this respect. As outlined in the vision themes, CN Chairs consider that CAPs should “*champion Town & Parish Councils and act as the go to: PLACE where they can get support, the PLATFORM where they can share best practice, and a PATHWAY to*

progress and seek funding for projects and ideas". If the principle of this proposal is supported, CN Chairs emphasised the importance of working with the Town & Parish Council sector to develop the details, especially in terms of what exactly would be most helpful to them. **We are particularly keen for Town & Parish Councils to input on this proposal through their Community Network Panel's discussion**

5.3 **Additional items:** The schedule at Appendix 1 also includes further specific roles that it is recommended CAPs undertake, together with options for new/improved tools and mechanisms to support their work. **The additional items are as follows (see Appendix 1 for details):**

(B1) New Role: "CAP Devolution Programme": CAPs would oversee and prioritise the devolution programme for their areas, including associated capital funding.

(B2) New Role: "External Funding:" CAPs would seek external funding to help support CAP Plan delivery, with this activity carried out on their behalf by officers within a defined offer.

(B3) New Tool: "Participatory Budgeting (PB):" CAPs would have the ability to use PB processes, where appropriate, to decide how to distribute funding allocated to or secured by the CAPs.

(B4) New Tool: "Community Chest": Members would be given discretion to align some of their Community Chest to CAP Plan priorities if they felt this was appropriate.

(B5) Clarification of Role: "Cornwall Council Budget": CAPs would have a formal role in being engaged on the forthcoming year's Council budget consultation (historically, CNPs have done this on an ad hoc basis).

(B6) New Role: "Business Plan and Budget implementation:" Each CAP would have a defined role in assessing, challenging and advising on how the Council is implementing its strategies and spending its budgets within its area, including in comparison with other CAP areas to support Levelling Up.

(B7) New Role: "Place-based services:" Each CAP would have a defined role in assessing, challenging and advising on service provision in comparison with other areas to support Levelling Up. **We are particularly seeking Community Network Panels' views** on what key services/issues they would like to have more involvement in this way; CN Chairs have particularly highlighted: parking enforcement, affordable housing, education and health.

(B8) Enhanced/clarified role: "Planning." CAPs would have defined roles in relation to planning: (i) to be engaged on the development of statutory planning policy i.e. the Local Plan; (ii) to be engaged on planning briefs, where appropriate (e.g. items of major interest to the whole/a significant part of the CAP area; (iii) to provide a forum for parishes to engage on developing Neighbourhood Development Plans.

(B9) New Role: "Children & Young People." CAPs would have a defined role in helping to engage children & young people, including linking into Cornwall's Annual Conversation between children, young people and council leaders.

(B10) Mechanism: "Portfolio Holder engagement." CN Chairs have asked that, as in the pandemic, Cabinet Members be assigned to each CAP, in a similar way as Cornwall Leadership Team representatives, to strengthen connectivity between the CAPs and Cornwall Council.

(B11) Enhanced/clarified role: "Local issues/service changes." CAPs would, at the request of local Members, be engaged on local issues/service changes that would significantly impact the whole or a significant part of their area. Currently, engagement with CNPs is on an ad hoc basis. A protocol would be developed to cover this, ensuring alignment (and avoiding conflict) with existing scrutiny arrangements.

(B12) New tool: “Scrutiny referral.” This proposal would introduce an appropriate mechanism for CAPs to request the Council’s Overview & Scrutiny committees to consider carrying out scrutiny of that issue; this would be in cases where escalation of an issue through existing routes had not been successful or relevant and there were significant concerns about that issue across several CAPs.

- 5.4 The list only deals with new and improved roles. It is proposed that the Community Network Panels’ existing roles be brought forward into the new arrangements, subject to any improvements that may be suggested during the review. In particular, it is proposed to continue with the area Highways Scheme, together with the associated commitment that CNPs are engaged on major transport schemes. CN Chairs have particularly underlined the critical importance of the CNPs’ collective working, influencing (“area voice”) and networking roles.
- 5.5 A new item that will be carried forward relates to the Council’s “No Surprises” Protocol, which is designed to ensure that Cornwall Councillors are effectively informed and engaged in their local leadership role, and Casework Assist, an online reporting system for Councillors, town & parish clerks and Members of Parliament to ask Cornwall Council for help with casework and general queries. On 22 September 2022, Cornwall Council’s full Council meeting considered improvements to the Council’s No Surprises Protocol. As part of this, Cornwall Councillors agreed there should be a regular item on Casework Assist at Community Network Panels. This will support Panels – and subsequently CAPs - in helping to identify trends in service queries and issues being reported in their areas. It will also provide an opportunity for Members to discuss any experiences of breaches of “No Surprises”, so these can be referred back to the relevant service, noting that members of the Council’s Leadership Team (the Council’s Strategic and Service Directors) attend the Panels. This decision will be implemented in close liaison with CN Chairs and Panels to maximise its effectiveness and benefits. It will strengthen the partnerships’ role, in that they will be providing a quality monitoring and influencing function on this key aspect of local customer service delivery.
- 5.6 Additional funding request: CN Chairs have suggested that, if CNPs are supportive of this, Cornwall Council is asked to reconsider options for devolution of some Community Infrastructure Levy funding to the CAPs.

6. Form: Geography for the Community Area Partnerships, and Broad Governance Model

A: Geography

- 6.1 We have worked with Community Network Chairs & Vice-Chairs (CN Chairs) to draft a set of principles for reviewing the “form” of the partnerships, in terms of geography and governance:

Principles for reviewing geography and governance of our area partnerships:

- 1) Form follows function
- 2) Base on community needs, identity and interests
- 3) Ensure parity between areas – and parity of access to resources and funding – taking into account evidence about the need and circumstances of each area
- 4) Take into account Cornwall’s unique geography and demography (*e.g. a large percentage of Cornwall’s population live in small settlements*)
- 5) Support delivery of effective localism and partnership working, including effective engagement and connectivity with parishes and communities
- 6) Support effective delivery of the partnerships’ vision/objectives, and effective decision making
- 7) Ensure manageable and sustainable in terms of resources/climate change (*e.g. Member, Town & Parish, other partner organisation, officer resources; time, travel and carbon emissions*)

8) Is cognisant of and can link into other boundaries (e.g. political, service, partner organisation boundaries; one issue highlighted: remember that North and South-East Cornwall rely on some services in Devon)

- 6.2 At their workshop on 23 September 2022, CN Chairs worked together to create a draft geography for the future Community Area Partnership (CAP) areas. This is so this can be discussed, improved and refined through the engagement via Community Network Panels. They were asked to create this geography based on the above principles and a limit of 12 CAP areas, this being the upper number the Council considers it can effectively and sustainably resource. Within these parameters, they achieved a fairly broad consensus on a draft CAP geography. This is summarised below, with more details at Appendix 2, and maps circulated separately. **The Council is seeking views, via Community Network Panels, on the draft CAP geography. Any suggested amendments on the draft geography are welcome. These should be based on the upper limit of 12 CAP areas and should have regard to the principles set out above.**
- 6.3 CN Chairs decided to use the current Community Network Area (CNA) boundaries as the basis for their work. They considered that these boundaries are broadly coherent economically, socially, culturally and geographically, and reflected current communities of identity and interest, and would therefore be a good starting point for the exercise. They also considered using Electoral Divisions but felt this was likely to be more disruptive of community identity and interest, and more complex to achieve given this would represent 87 “moving parts” rather than 19. The CN Chairs referred to a wide range of maps during the workshop, including various democratic boundaries (e.g. draft new parliamentary constituency boundaries, electoral division and parish boundaries) and service/infrastructure maps (e.g. integrated care areas, hospitals, libraries etc).
- 6.4 CN Chairs emphasised that the Community Network Area link must not be rigid. In some cases, there will be a case to consider, through the engagement process, the merits of whether or not to move a specific division or parish that sits on the edge of a CAP to another CAP.
- 6.5 CN Chairs sought to ensure a broad underlying rigour to their method, with each area proposed having access to hospital services and the linking of ‘like with like’ – coastal to coastal and inland to inland where practicable - and consideration given to historic, legal, communication and administrative links. They consider that the draft geography would provide critical mass to the new areas, meet the requirement for 12 and enhance strategic working opportunities. They sought to shape the CAP areas so they are not so large as to be unwieldy. They emphasised that co-working on strategic projects across the areas would need to be a feature of the new arrangements.
- 6.6 The table below shows the draft areas (details at Appendix 2). There was consensus on 7 CAP areas. For the other 5 areas, grouped in two distinct parts of Cornwall, CN Chairs put forward 2 options. The two distinct parts of Cornwall are referred to in the table as “West Cornwall and Camborne Pool Illogan & Redruth area” and “South Restormel area.” For the “South Restormel” area, the Option 1 map shows CN Chairs’ preferred option.

Community Area Partnership Area Proposals/Options	Proposed area comprises (CN = Community Network Area)
A: Areas on which CN Chairs reached a consensus:	
CAP 1. “Bude and Camelford CAP”	Bude CN AND Camelford CN
CAP 2. “Launceston and Caradon CAP”	Launceston CN AND Caradon CN
CAP 3. “Liskeard, Looe and Cornwall Gateway CAP”	Liskeard & Looe CN AND Cornwall Gateway CN
CAP 4. “Bodmin, Wadebridge & Padstow CAP”	Bodmin CN AND Wadebridge & Padstow CN (<i>subject to resolving whether St Wenn Parish should be in CAP4 or 5</i>)
CAP 5. “Newquay, St Columb, St Agnes & Perranporth CAP”	Newquay & St Columb CN AND St Agnes & Perranporth CN (<i>see above question re St Wenn Parish</i>)

Community Area Partnership Area Proposals/Options	Proposed area comprises <i>(CN = Community Network Area)</i>
CAP 6. "Truro & Roseland CAP"	Truro & Roseland CN (PLUS St Goran Parish MINUS Grampond with Creed Parish)
CAP 7. "Falmouth & Penryn CAP"	Falmouth & Penryn CNP
B: Areas where CN Chairs put forward different options:	
8 and 9: The "South Restormel" area	
Option 1 – MAJORITY VIEW CAP 8 "St Austell, Mevagissey, St Blazey Fowey & Lostwithiel CAP" AND CAP 9 "China Clay CAP"	CAP 8: St Austell & Mevagissey CN AND St Blazey Fowey & Lostwithiel CN (MINUS St Goran Parish PLUS Grampond with Creed Parish) CAP 9: China Clay CN <i>Resolve whether Luxulyan Parish should be CAP8 or 9.</i>
Option 2 – ALTERNATIVE OPTION CAP 8 "St Austell & Mevagissey CAP" AND CAP 9 "China Clay and St Blazey Fowey & Lostwithiel CAP" <i>Chairs who drew this option also noted merits of Option 1</i>	CAP 8: St Austell & Mevagissey CN (MINUS St Goran Parish PLUS Grampond with Creed Parish) CAP 9: China Clay CN AND St Blazey, Fowey & Lostwithiel CN
10,11,12. West Cornwall and Camborne Pool Illogan & Redruth area	
Option 1 CAP 10 "Camborne Pool Illogan Redruth & Mining Villages CAP" AND CAP 11. "Hayle, Helston, South Kerrier CAP" AND CAP 12. "West Penwith & St Ives CAP"	CAP 10: Camborne Pool Illogan Redruth & Mining Villages CN CAP 11: Helston & South Kerrier CN PLUS Hayle, St Erth and Gwinear-Gwithian Parishes CAP 12: West Penwith CN PLUS St Ives and Towednack Parishes
Option 2 CAP 10. "Camborne Pool Illogan Redruth, Mining Villages and Gwinear-Gwithian CAP" AND CAP 11. "Helston & South Kerrier CAP" AND CAP 12. "West Penwith, Hayle & St Ives CAP"	CAP 10: Camborne Pool Illogan Redruth & Mining Villages CN PLUS Gwinear-Gwithian Parish CAP 11: Helston & South Kerrier CN CAP 12: West Penwith CN AND Hayle & St Ives CN MINUS Gwinear-Gwithian Parish

6.7 At the workshop, we also asked CN Chairs for a view on how the 12 partnership areas might be grouped together for strategy and service delivery purposes if there was a wish to create new boundaries for such purposes (at present, Cornwall Council services and partners use various different boundaries). This issue was not covered by all the workshop groups; the one suggestion that emerged (using existing community network names) was:

- West: West Penwith; Hayle & St Ives; Helston & South-Kerrier; Camborne Pool Illogan & Redruth and Mining Villages; Falmouth & Penryn
- Mid: Truro & Roseland; St Austell & Mevagissey; China Clay; St Blazey Fowey & Lostwithiel; St Agnes & Perranporth; Newquay & St Columb
- East (two options)
 - East Option 1:
 - Area 1: Bodmin, Wadebridge & Padstow, Bude, Camelford
 - Area 2: Caradon, Launceston, Cornwall Gateway, Liskeard & Looe
 - East Option 2: All above areas in one service area (additional suggestion: could configure to allow flexibility of approach - e.g. if it is appropriate to group into north/south – or other arrangement - for a particular strategy, do so).

B: Broad Governance model

- 6.8 The Community Network Panels are local forums operating as partnerships. It is proposed that the CAPs also operate on a partnership model, as this is a good fit to support the proposed vision, objectives and specific roles. **We are seeking views on the broad governance model, as set out below.** More details about the governance options we looked at with CN Chairs are at Appendix 3.
- 6.9 The proposed components of the CAP governance model are a **partnership meeting** (to replace the CN Panel) and an open **public forum** (linking to the partnership meeting), as set out below. The CAPs will be supported by operational officer groups (see Appendix 3).

(1) The **Community Area Partnership (CAP) meeting**. Members would include: Cornwall Councillors and Town & Parish Councils, together with other nominated public and VCSE sector partner groups and organisations. Generally, Community Network Panels welcome all partners to their meetings, with invitations made to specific partners on an issues basis. On the CAPs, the principle being proposed is to invite specified partners to join the CAPs as co-opted members. This is with a view to strengthening partnership working and facilitating how we share expertise and resources in addressing issues together in place. If this principle is supported in this engagement, it will be necessary to determine: (i) which public and VCSE sector representatives should be invited to join the partnerships; (ii) how to ensure the right balance between consistency across Cornwall (which partners would be invited to join all CAPs*) and local flexibility (allowing CAPs the discretion to involve additional local partners where appropriate) and (iii) whether and in what circumstances partners should have voting rights. Meetings would be open to the public as currently.

**Potential list of partners to be invited to be represented on all CAPs as co-opted members. This list is presented purely as a starting point for discussion: Devon & Cornwall Police, Health (via Integrated Care Partnership/Areas); the prominent Housing Association within the CAP area; Voluntary & Community Sector representative (via Cornwall Voluntary Sector Forum); business sector representative.*

(2) A **CAP Forum**. This would be an open forum to help strengthen public connectivity and involvement, as a way of complementing other engagement routes e.g. the Let's Talk platform. The Forum would have a range of roles including: (i) being engaged on setting CAP Plan priorities, (ii) holding the CAP meeting to account on CAP Plan delivery, (iii) a public question time session focusing on issues of interest to the whole or a significant part of the CAP area (i.e. excluding issues which should properly be raised during local council public participation). It is envisaged the CAP Forum could meet for a set period (e.g. 30 minutes to an hour) before each CAP meeting, with special sessions on CAP Plan priority setting and to review progress on implementation.

- 6.10 It is proposed that the area-based Cornwall Councillor meetings would continue where Members wanted to hold these, with frequency determined in consultation with Members and according to available resources; the Localism team would work with Members to ensure the meetings were working as effectively as possible in supporting them in their local leadership role and to dovetail with the new Working in Place arrangements. It is proposed that CAPs could also, within resource limits to be defined, set up or link into geographic/thematic sub-groups within their areas (respective examples: parish clusters and Safer Towns) and across areas (e.g. parishes adjoining each other but in neighbouring CAPs meeting on a common issue).
- 6.11 CN Chairs have particularly underlined the need for strong, effective links between the CAPs and all internal and external partners, including (i) **Council services/officers** generally, with a particular need for effective response to CAP requests/enquiries; (ii) **Community Link Officers**, emphasising

the need to maintain their core role in liaising with Members, town & parish councils and partners; (iii) the place-based **operational officer groups**; (iv) **Cornwall Leadership Team (CLT) representatives**, underlining the need for them to be accountable to the CAPs and for annual/bi-annual CN Chair/CLT meetings; (v) **Portfolio Holders**, (vi) **Full Council** (e.g. through raising motions via Members, (vii) **Overview & Scrutiny**, (viii) **all external partners**, with a general need for a shift from information sharing to collaboration. Particular partners highlighted by CN Chairs included: health; MPs (e.g. links to Levelling Up); the Police and Safer Cornwall (one question was whether the Safer Town approach could be extended to cover CAP areas); Town Boards/Town Teams and their funding streams (one question was whether some of the activity they undertake might be better placed at area partnership level); and the Voluntary Community & Social Enterprise Sector, (ix) **between CAPs**, with regular Chair/Vice-Chair meetings and better joint working and best practice sharing, (x) **with Devon** authorities: the need to continue to strengthen cross-border working, with reference made to current examples (e.g. in Bude and Launceston). Chairs highlighted that there are fewer VCSE organisations and potential delivery partners in rural areas; this is a contributory factor to the issues of urban/rural disparity they are keen to address.

6.12 CN Chairs other key points on governance have included:

- Attendance: The need to do everything practicable to encourage this, given the impact low attendance would have on the effective operation of the CAPs
- Chairs: During the workshops, various alternative chairing options were mentioned by CN Chairs (in addition to the current practice whereby Chairs can be either Cornwall and/or Town & Parish Councillors). While there was no consensus on this subject, the alternative options mentioned included: (i) rotating the Chair between rural parish councillors in the network area, to help address the balance between town and rural interests and (ii) restricting the Chair to Town & Parish Councillors
- Potential Devolution Deal for Cornwall: Ensuring clarity, as soon as practicable, on the implications/linkages of this for the governance of the area partnerships

C: Capacity building for the Community Area Partnerships

6.13 An important factor in the development of the proposals will be to help the CAPs build their own capacity through training and development. In their workshops, CN Chairs particularly identified the following points:

- There are opportunities for all CAP partners to build a skills base together across a wide range of subject topics (e.g. affordable housing, home choice, planning, safeguarding)
- There are particular opportunities for joint training between Cornwall Councillors and Town & Parish Councillors in respect of their local leadership and representative roles
- The need to cover practical issues too, including working in partnership with Cornwall Association of Local Councils to ensure that local councils, particularly smaller parishes with comparatively limited resources, have the right equipment to participate in virtual meetings.

D: Remuneration

6.14 The Cornwall Council Independent Remuneration Panel has recently commenced a review of the scheme of Member Allowances. The Panel has been asked to consider whether there is a potential case for them to recommend granting a Special Responsibility Allowance for Chairs and Vice-Chairs of the Community Area Partnerships. This follows discussion of this issue at the CN Chairs workshops. The Panel held its first meeting on 31 August 2022 and have agreed to include this issue in their terms of reference. The Panel have decided to undertake a survey of all Members on the overall review and will then consider next steps in terms of further engagement.

- 6.15 CN Chairs expressed mixed views on this issue at their workshops. Some expressed support for remuneration being considered, on the basis that CN Chairs & Vice-Chairs already carry out an important leadership role and that it is proposed that the CAPs – and therefore Chairs & Vice-Chairs – will be taking on additional responsibilities. One different view expressed was whether, instead, the Council should consider remunerating Chairs of Town & Parish Councils to facilitate their attendance at CAPs e.g. through a mileage allowance.

7. Summary of review progress, next steps and feedback

7.1 Review to date:

- Portfolio Holder written consultation with Members (31 May-10 June 2022)
- All Member Briefing (17 June 2022)
- Neighbourhoods Overview & Scrutiny Committee informal session (23 June 2022)
- Community Network (CN) Chairs virtual briefing (29 June 2022)
- CN Chairs face to face workshop, focusing on function (27 July 2022)
- Neighbourhoods Overview & Scrutiny Committee informal session (4 August 2022)
- CN Chairs face to face workshop, focusing on function (17 August 2022)
- CN Chairs workshop (23 September 2022), review function proposal/mapping exercise

7.2 Outline next steps:

- w/c 10 October 2022 Engagement paper to be circulated to Community Networks
- 17 October 2022 to 18 November 2022: Engagement on proposals via Community Network Panels
- 24 November 2022: Proposals to be considered by Neighbourhoods Overview & Scrutiny Committee
- Proposals will also need to be considered by Constitution & Governance Committee, Cabinet and full Council (dates being confirmed). Process planned to complete early 2023.
- February-April 2023: Detailed work to develop, engage on and implement detailed governance model (CN Chairs & Vice-Chairs to oversee process)
- Implementation from May 23, subject to alignment with any wider changes to governance in Cornwall, with ongoing engagement post-start to ensure smooth implementation/any early issues addressed.

7.3 Feedback: Community Networks are asked to feedback their views via their Community Link Officer

- **Bodmin:** Sarah Sims sarah.sims@cornwall.gov.uk
- **Bude:** Chris Sims chris.sims@cornwall.gov.uk
- **Camborne Pool Illogan Redruth & Mining Villages:** Vanessa Luckwell vanessa.luckwell@cornwall.gov.uk
- **Camelford:** Roger Gates roger.gates@cornwall.gov.uk
- **Caradon:** Catherine Thomson catherine.thomson@cornwall.gov.uk
- **China Clay:** Roger Gates roger.gates@cornwall.gov.uk
- **Cornwall Gateway:** Catherine Thomson catherine.thomson@cornwall.gov.uk
- **Falmouth & Penryn:** Esther Richmond esther.richmond@cornwall.gov.uk
- **Helston & South Kerrier:** Maxine Hardy maxine.hardy@cornwall.gov.uk
- **Hayle & St Ives:** Maxine Hardy (St Ives cover) maxine.hardy@cornwall.gov.uk
- **Launceston:** Chris Sims chris.sims@cornwall.gov.uk
- **Liskeard & Looe:** Sarah Sims sarah.sims@cornwall.gov.uk
- **Newquay & St Columb:** Helen Fincham helen.fincham@cornwall.gov.uk
- **St Agnes & Perranporth:** Esther Richmond esther.richmond@cornwall.gov.uk
- **Truro & the Roseland:** Helen Nicholson helen.nicholson@cornwall.gov.uk
- **Wadebridge & Padstow:** Helen Fincham helen.fincham@cornwall.gov.uk
- **St Austell & Mevagissey:** Caitlin Lord caitlin.lord@cornwall.gov.uk
- **St Blazey Fowey & Lostwithiel:** Caitlin Lord caitlin.lord@cornwall.gov.uk
- **West Penwith:** Helen Nicholson (cover) helen.nicholson@cornwall.gov.uk
- **Localism team manager:** Steve Foster stephen.foster@cornwall.gov.uk

Appendix 1

Detailed schedule of specific roles for Community Area Partnerships

SPECIFIC CAP ROLES, tools and mechanisms (subject to engagement/development of further details prior to implementation) <i>Text in italics summarises feedback from CN Chairs</i>
A. PROPOSED PRIORITY ROLES to support the Vision
<p>(A1 – NEW ROLE) “CAP Plans”</p> <p>Headline Proposal: Each area partnership will engage on, develop and implement a “CAP Plan” setting out the key priorities for its partnership area and an action plan to address these. CAP Plans will be evidence-based plans, bringing together local priorities, Council and levelling up missions. This approach will require stronger partnership working with town & parish councils, public and voluntary sector partners.</p> <p>Community Network Chairs & Vice-Chairs (CN Chairs) Workshop Feedback <i>Some support, some key concerns to address:</i></p> <p>-Opportunities: <i>to expand existing economic strategies (e.g. China Clay/Helston); to help area voice be heard; for partners to work together generally and make best use of shared resources; for partners to work on local projects together (building on previous CNP examples); to mitigate Cornwall-wide issues at area level (e.g. ambulance pressures, through support to primary and local emergency care)</i></p> <p>-Success criteria: <i>Actions MUST be actioned (especially followed up/resourced by Cornwall Council); sufficient resource and support to deliver; achievable scope (limit scale/number of objectives); clear timescales for plan duration and review; clear short, medium and long-term goals and milestones; consistent templates and processes; effective engagement; robust evidence base; keep Plans live, to enable response to emerging issues; remember first plan will take longer as collecting and collating evidence</i></p> <p>-Points where Chairs had different views to each other: <i>Extent to which plans should be informed by CC Business Plan objectives (one view: they should, given the importance of these priorities for Cornwall; other view: they should be about what is needed locally and should not link to “Cornwall Council’s” objectives – CNPs/CAPs are there to represent communities, not Cornwall Council)</i></p> <p>Further information:</p> <ul style="list-style-type: none"> • CAPs will engage local stakeholders and communities on CAP Plan priority setting. This could via a mix of stakeholder sessions and other engagement routes such as the Council’s Let’s Talk platform. The relationship with Town & Parish Councils will remain absolutely vital; as will relationships with VCSE organisations; and other groups such as Safer Towns and (especially given CAPs’ proposed Shared Prosperity Fund role) regeneration forums/business organisations (e.g. Town Boards, Town Teams and Business Improvement Districts). CAPs will be accountable to their communities for the activities they lead within their CAP Plans. • CAP Plans will draw on information including (1) community profiles/statistics; (2) community plans and strategies, e.g. neighbourhood plans, town health check studies; (3) Cornwall Council/partner strategic plans e.g. Business Plan; Local Plan; (4) Levelling Up objectives/progress; (5) Casework Assist/customer feedback data; (6) Localised resident survey feedback; (7) Existing CNP priorities; • CAP Plans will feed into Cornwall Council’s policy/budget-setting processes and be shared with partner organisations. • Officer Support: <ul style="list-style-type: none"> -The Place Operating Groups (POG) (multi-disciplinary officer meetings which will include and be coordinated by the Community Link Officers) will provide support on developing, implementing and monitoring CAP Plans. -CLT representatives: CLT Representatives will support the CAPs, particularly in relation to the CAP Plans/strategic outcomes and by collectively providing advice on their work references. • Resource Alignment: The Council will, as part of its new Working In Place arrangements, analyse alignment of existing resources to CAP priorities. This will be a good source of information for both CAP plans and strategic planning. Where there is a business cases to do so, the Council will look at the potential to realign or refocus resources to help progress those priorities. This could be particularly effective where several CAPs share similar priorities. This exercise would start with Council resources, but it will also be important to understand the total resources –e.g. staff, service budgets, funding for area-based projects and initiatives etc - aligned to the priority by all partners in place. It is likely to take some months to develop this information fully, to ensure we are providing the information the CAPs want and need, and the scale of the work.

- Escalation: Where CAPs identify concerns and these are borne out by the evidence, the Chief Executive has confirmed that Cornwall Council will commit to action to address these. For example, if a particular service is clearly underperforming in a certain area in comparison with other areas, the Council will commit to examine this and undertake performance improvement work. On a similar note, if there is a common concern across areas, one technique the Council can employ where appropriate is to test different ways of addressing the problem in a couple of areas and then apply the learning and best solution across all affected areas.
- Funding: A draft policy proposal is that in instances where Cornwall Council is awarded Government funding for specific workstreams with an area focus, it will consider the case for devolving this via the CAPs. In the initial feedback on this proposal from CN Chairs, it was suggested that the value of such a commitment is somewhat limited unless followed through positively. While this is accepted, it is suggested that, if adopted as policy, this would set an important principle. Since this discussion, the proposal has been made to align some SPF funding to the CAPs (see 2 below).
- CAP Plan monitoring will include assessing progress against priorities, using Red Amber Green (RAG) ratings and a dashboard-style progress summary to highlight progress.
- Example model: China Clay CN has produced “Towards A Strategy” a concise, yet comprehensive strategy document, setting out a headline ask, primary objectives, requested actions, an evidence-based community profile and SWOT (strengths, weaknesses, opportunities and threats) analysis; it has been working with the Council to seek to progress the actions, including the development of a place-shaping strategy, and audit of local public sector provision
- It is important to be realistic about the time it will take to produce a robust plan, likely a significant part of the first year of the new arrangements. The current CNPs/future area partnerships will need to be supported to get on with pressing issues/existing priorities and plans in the meantime.

(A2 – NEW ROLE) “Shared Prosperity Fund: Community Levelling Up Programme and Community Capacity & Facilitation Fund”

Headline proposal: **On 20 July 2022, Cabinet approved the Good Growth Shared Prosperity Fund (SPF) investment plan for the £132m Government SPF funding allocated to Cornwall and the Isles of Scilly from 2022-2025. It is proposed that CAPs – and until their implementation Community Network Panels – will have specific roles in relation to two of the Good Growth investment plan programmes. The two programmes, which have a total value of £13.5m, are the “Community Levelling Up Programme” and the “Community Capacity & Facilitation Fund”. This is in addition to general opportunities for the CNPs/CAPs to engage in the Shared Prosperity Fund and support/encourage communities to access the other SPF programmes. **NB: The proposals are currently in development, prior to formal approvals as part of the Shared Prosperity Fund governance arrangements, so the details provided here are in that context.****

CN Chairs Workshop Feedback:

-Rural areas: Need to ensure sufficient resource allocation, and an appropriate minimum cap on spend for smaller rural areas particularly

-Community Capacity & Facilitation Fund: programme aim to give particular support to smaller rural/coastal communities (especially those without a town/larger town and North and South-East Cornwall) needs to be reflected in the programme arrangements, throughout the life of the programme (to March 2025)

2a) Community Levelling Up Programme (CLUP) 2022-25

(i) The programme (end date 31.3.25):

- Total budget: £11.49m (£7.69m revenue; £3.8m capital) NB: See 2022/23 position below
- Purpose: To help communities develop their place shaping ambitions and, through locally led delivery and increased community facilitation, empower them to drive the changes they need
- Deliverables (non-exhaustive list): town centre and high street improvements; new/improvements to existing community infrastructure projects; community engagement schemes to support community involvement in decision making in local regeneration
- Year 1 budget (2022/23): £2.11m revenue; £0.1m capital – must be spent by 31.3.2023
- Year 1 delivery plan deliverables:

- Programme management: set-up phase; develop year 1 delivery plan; recruit staff team
- Prepare Local Good Growth Delivery Frameworks for east, mid, west Cornwall to underpin Year 2/3 delivery, translating existing documents into an evidence and place-based implementation plan.
- Year 1 delivery: identify projects*/expenditure to utilise Year 1 budget in line with objectives
- Year 2 & 3 preparation: develop delivery plan and governance/staffing structures
- Year 1 project delivery: will be short window to submit project ideas; eligible projects that can deliver before March 2023 and meet objectives will be invited to make full application; will be on basis of “first come, first served”; officers will assess and award funding to successful projects.
- Being delivered by Economy & Skills Service

(ii) Draft Proposed Role of the Community Network Panels/Community Area Partnerships

- Year 1 Community Network Panels will input into the Delivery Frameworks for east, mid, west Cornwall, so they can be refined for their needs at area level (current proposed timescale: January/February 2023).
- Year 2/3: Each CAP will have a devolved budget (current draft estimate: £400k, if 12 areas) to implement the Delivery Frameworks. They will agree grants up to a certain value (current draft estimate: £80k) subject to sign off by the Cornwall Council accountable officer and recommend larger grants to Economic Prosperity Board.
- CAPs will also be able to apply to a central “performance reserve” to bring forward more/larger projects than can be funded from their devolved budget. There will be capacity for CAPs to work together on joint bids and/or to deliver activity at Cornwall and Isles of Scilly where appropriate.
- CAPs will be able to draw on support from CLUP facilitation and project development support team, which will assist applicants through the process and drive delivery of key strategic projects.

2b) Community Capacity & Facilitation Fund

(i) The proposed programme (end date 31.3.25):

- Total budget: £2m revenue (Delegated grant budget: £1.255m)
- Purpose: “Building a pipeline of projects”
 - Support and build the capacity of communities to develop project proposals for larger projects so they potentially secure larger-scale delivery funds (from any SPF programme and other sources)
 - Projects must tackle the economic and social challenges Cornwall’s places face and ensure levelling up across places in Cornwall. They will need to align to Local Investment Plan priorities, local community social and economic needs and Good Growth outcomes.
 - Programme will focus delivery on areas that have not previously benefited from funding programmes like Town Vitality Funding programme
- Deliverables (non-exhaustive list): (i) project pipeline development work contributing to regeneration and creating cleaner, greener, safer Cornwall; (ii) feasibility and similar studies/work; (iii) dedicated officer support for communities; (iv) development of place-based economic strategies; (iv) engaging with communities to determine economic aspirations; (v) supporting place partnerships to agree community visions/priorities, from which projects are identified; (vi) commissioning delivery partners to facilitate work in place/with communities; (vii) training and skills to strengthen community capacity
- Distribution of support (programme requirement): to all communities, with support for smaller rural/coastal communities strongly encouraged, particularly: (i) those without a town/larger town and (ii) those in North/South-East Cornwall where town vitality funding comparatively lower due to population levels
- Project milestones:
 - Programme management: set-up phase, recruit staff team, project process in place (complete by Jan. 2023)
 - Open for applications from February 2023 to November 2024; December 2023: mid-term review
 - Outputs include 90 organisations receiving grants, 75 local events/activities delivered; 40 feasibility studies supported.

ii) Draft Proposed Role of the Community Network Panels/Community Area Partnerships

- Year 1 (part), Years 2 and 3: CNPs/CAPs will be able to draw on support from the Community Capacity & Facilitation Programme team, which will be in place by January 2023, and will be funded from the programme

budget. The team will focus on building capacity, directly supporting communities to bring forward projects, and implementing the other deliverables listed above.

- Year 2/3: It is proposed that the CAPs will have an allocated budget from the fund (to be determined) and will prioritise and agree funding for activity that supports programme objectives (subject to formal sign-off by Cornwall Council, as accountable body). Given requirement to focus support - on smaller rural/coastal communities, particularly those without a town/larger town and those in North/South-East Cornwall - proposal is to divide funding envelope by number of CNP/CAP areas, reflecting the number of communities in their area (with civil parishes used as a proxy). It is proposed there will be a performance reserve for larger, more ambitious projects. Proposed project approval process would include Cornwall Councillor and CNP/CAP making recommendation for sign-off by Head of Resilient Communities. To support this, it is proposed CNPs/CAPs would establish a sub-group to respond quickly to applications, made up of the Chair, Vice-Chair and a number of parish representatives equivalent to 20% of the CAP's membership.

(A3 – ENHANCED ROLE): “Community engagement”

Headline proposal: The CAPs will have an enhanced community engagement role, building on the CNPs’ work. The purpose of this is to: help the Council and its partners strengthen connectivity with communities, and how they work with communities; champion co-design of services; support communities to take action to help each other and build their capacity to do so. This proposal will reflect and support the Local Government Association’s best practice guide on the four roles of a councillor. The four roles are (1) representing your local area, (2) community leadership, (3) developing Council policy, and (4) planning and regulation, with the first two roles being particularly key in relation to area partnerships. [The role of a councillor \(LGA\)](#)

Key elements of this proposal:

- (i) CAP Plans (see A1 above). CAPs will engage communities on the development (priority setting) and implementation (action plan progress) of these plans. The plans will also set out how CAPs will generally engage communities on their work; and help raise awareness with Cornwall Council/partners of what is happening in place.
- (ii) CAPs will advise Cornwall Council/partners on community engagements they are carrying out in each CAP area (including engagement with the CAPs). This is about ensuring CAPs have the opportunity to inform how engagement and consultation is carried out locally, to help maximise impact and involvement and ensure that local context is taken into account; part of this is also about ensuring the CAPs themselves are consulted and engaged on the right issues as recognised consultees.
- (iii) CAPs will promote, and maintain an overview of, local community capacity building. They will have a role in overseeing any community capacity building activity coordinated by the Place Operating Groups and work in partnership with the Voluntary Community and Social Enterprise Sector (VCSE). This may include funding of such activity. The CAPs role on the SPF (see A2) above will be part of this role.

CN Chairs Workshop Feedback:

-On (ii) Engagement: some support for CAPs giving advice on this and being an official consultee on certain strategies/policies (currently engagement with CAPs is ad hoc); Chairs suggested the “raising awareness of what is happening in place” point.

-On (iii) Capacity: some support for emphasis on supporting local community response to identified issues: “Not CC to deliver all”; need to remember engagement levels vary from place to place.

(A4 – ENHANCED ROLE) “Town & Parish Councils”

Headline proposal: CAPs will have an enhanced role in engaging and supporting Town & Parish Councils. This proposal originated from the CN Chairs Workshop discussions. CN Chairs were clear that championing, engaging and supporting town & parish councils is critical and that their place at the heart of our area partnerships needs to be strengthened; they considered there are opportunities to build on the CNPs’ work in this respect. They identified themes that we could focus on in this area (see below). If the principle of this proposal is supported, it will be important to work with the Town & Parish Council sector to develop the details, especially in terms of what exactly would be most helpful to them . CN Chairs’ feedback was that getting this right is key in securing value for and participation from Town & Parish Councils, particularly smaller parish councils.

The proposal: CAPs to “champion town & parish councils and act as the go to:

<p>(i) “PLACE where they can get support”: this could include strengthened emphasis on mutual support, achieved through town & parish councils coming together with each other, Members and partners in each CAP to share and work through their issues and challenges; and using the CAPs as a focal point to identify the common issues on which town & parish councils need further support, so these can be addressed e.g. in partnership with Cornwall Association of Local Councils. Another potential opportunity under this heading is to explore and develop more joint commissioning between parishes.</p> <p>(ii) “PLATFORM where they can share best practice and ideas”: to explore additional opportunities for town & parish councils to do this through the CAPs, and to better capture and disseminate their ideas across Cornwall.</p> <p>(iii) “PATHWAY to progress and seek funding for projects”: to explore additional opportunities for this. This would link into Proposal A2 (Shared Prosperity Fund) and Option B2 (External Funding)</p>
<p>B. ADDITIONAL ITEMS: further specific roles that it is recommended CAPs undertake, together with new/improved tools and mechanisms to support their work</p>
<p><i>Proposals relating to budgets, funding and devolution:</i></p>
<p>B1. NEW ROLE: “CAP Devolution Programme”: CAPs would oversee and prioritise the devolution programme for their areas. This would include making recommendations on the prioritisation of allocated capital funding to support the prioritised projects.</p> <p>CN Chairs Workshop Feedback: <i>Some support; some considered that, as devolution projects are based in individual parishes, discussions about projects and associated should be on a one-to-one basis with the relevant local council and not a collective matter for CAPs.</i></p>
<p>B2. NEW ROLE: “External funding:” CAPs would have a specific role in seeking external funding e.g. to help support CAP Plan delivery. This activity would be carried out by the Place Operating Groups, directed and overseen by the CAPs within a defined offer based on available resources. Specific activities could include:</p> <p>(i) Grant funding bids to local, regional, national funders;</p> <p>(ii) Coordinating efforts to encourage CAP partners to provide match-funding for priorities which align with their objectives (e.g. previously, some Town & Parish Councils have matched CN Highway funding);</p> <p>Where partner organisations are actively looking to allocate or award funding to local communities, the Council could encourage them to involve CAPs on this e.g. by seeking expressions of interest through them and/or engaging them on the prioritisation of funding.</p> <p>(iii) Enhanced use of Cornwall Crowdfunder platform, to attract additional funding from the crowd.</p> <p>CN Chairs Workshop Feedback: <i>Some interest/support:</i> <i>Opportunities: Expanding funding/practical support to help Town & Parish Councils and VCSE organisations e.g. with e.g. business plan writing, crowdfunding, bringing in expert support and training</i> <i>Success criteria: Very clear message: only pursue this option if properly resourced.</i></p>
<p>B3: NEW TOOL: “Participatory budgeting (PB).” PB is a form of resident participation in which residents are involved in the process of deciding how public money is allocated; good practice is also to involve them in monitoring how the money is spent. If this proposal was adopted, CAPs could use PB, where they felt appropriate, to help decide how to distribute funding allocated to or secured by the CAPs. CAPs could use similar participatory processes in relation to other activities e.g. priority setting, by way of building on the existing public participation at CNPs. If pursued, there would be a need to ensure the right balance between representative and participatory democracy.</p> <p>CN Chairs Workshop Feedback: <i>Some interest/support</i></p>
<p>B4: NEW TOOL: “Community Chest.” If this proposal was adopted, Members would be given discretion to align some of their Community Chest to CAP Action Plan priorities.</p>
<p><i>Proposals relating to advisory, policy, oversight and engagement roles:</i></p>
<p>B5. ROLE CLARIFICATION: “Cornwall Council Budget” It has been common practice for the Cabinet to engage CNPs on the forthcoming year’s budget during annual budget consultation. If this proposal adopted, this ad hoc practice would be formalised within the CAP terms of reference with a clause on the following lines: “To advise Cabinet on budget priorities within their area.” If pursued, it would be necessary to consider the timing of consultation to ensure it added value to the process, and potential links to the formal scrutiny process for the budget.</p>

B6. NEW ROLE: “Business Plan and Budget implementation.” This proposal would give CAPs a defined role in assessing, challenging and advising on how the Council is implementing its strategies and spending its budgets within the CAP areas, in comparison with other areas; this would support the Levelling Up agenda. If this proposal was adopted, CAPs terms of reference would include a clause on the following lines: “To evaluate and advise on Cornwall Council Business Plan implementation, and resource allocation/expenditure, within their areas.”

B7. NEW ROLE: “Oversight of place-based services” within area, including enforcement activity. This proposal would give CAPs a defined role in assessing, challenging and advising on service provision in their CAP areas, in comparison with other areas; this would also support the Levelling Up agenda. Information/engagement could be tailored to issues of particular interest to each CAP.

CN Chairs Workshop suggestions/feedback

(i) *General feedback: The vital importance of quality, timely officer feedback to CNP/CAP queries.*

(ii) *Suggestion: That, during the engagement, CNPs are specifically asked what key services they want to have oversight of at area level. CNP Chairs own suggestions under this heading were:*

(a) *Parking Enforcement activity: e.g. advising on shaping of schedules/locations.*

(b) *Affordable housing: e.g. supporting/promoting efforts to deliver local affordable homes and associated local infrastructure.*

(c) *Education e.g. to be a local voice on education provision in their areas and strengthen links with local providers.*

(d) *Health e.g. to be a local voice on health issues in their areas and strengthen links with local partners.*

(e) *Assessing parity of service provision in each CAP area, including access to face to faces at Council offices/hubs.*

More information:

- Issues Cornwall’s CNPs have previously asked to receive more information on/get more involved in include: climate change, and related environmental issues (including the plastic problem); community infrastructure levy; economic development; enforcement activity; highway safety; service performance data; signposting to Cornwall Council and partner services; waste & recycling
- Looking at area partnership forums in other local authority areas, topics and extent of interest/engagement varies but includes: common land and town & village green registration; community right to bid applications; community safety; environmental improvement schemes; highways issues (e.g. maintenance, rights of way, speed limits); litter control; section 106 contributions/allocations; street trading.

B8. ENHANCED/CLARIFIED ROLE: “Planning.” Under this proposal, CAPs would have the following defined roles in relation to planning, with appropriate clauses in their terms of reference (i) to be engaged on the development of statutory planning policy i.e. the Local Plan; (ii) to be engaged on planning briefs, where appropriate (e.g. items of major interest to the whole or a significant part of the CAP area; (iii) to provide a forum for parishes to engage on the development of Neighbourhood Development Plans. On (i), CNPs were engaged on the development of the current Local Plan and so this option would confirm this as a role for the future. There have been instances where CNPs have been engaged on (ii), and some CNPs have pursued (iii), so this would be about providing a consistent approach across Cornwall.

CN Chairs Workshop Feedback: *some support, e.g. on (i) specific example of Community Infrastructure Levy zoning.*

B9. NEW ROLE: “Children & Young People”: Under this proposal, CAPS would have a defined role in engaging children & young people. This could potentially include: (i) ensuring effective two-way links between CAPs and the Youth Parliament/local youth forums and (ii) linking in with Cornwall’s Annual Conversation between children, young people and council leaders e.g. through holding local conversations at each CAP which then feed into the main annual event at New County Hall. There are some good existing examples of CNP engagement with children & young people. This option could build on this and ensure a more consistent approach.

B10. MECHANISM: (CN Chairs Workshop Suggestion): “Portfolio Holders”

This proposal, arising as a suggestion from the CN Chairs & Vice-Chairs meeting, is that Cabinet Members be assigned to each CAP, as they were on an informal basis during the pandemic, to act as the link between the CAP areas and the Cabinet.

Current position: CNPs can raise issues with Portfolio Holders formally in writing or when they visit CNP meetings* (and informally via Members). *One of the Cabinet Member roles set out in the Cornwall Council Constitution is “to attend Community Network Panels on Portfolio Responsibilities.”

B11. ENHANCED/CLARIFIED ROLE: “Local issues/service changes.” Under this proposal, CAPs would, at the request of local Members, be engaged on local issues/service changes that would significantly impact the whole or a significant part of their area. At present, CNPs are engaged on a range of issues, but this is on an ad hoc basis, there being no formal commitment to do this. If adopted, an appropriate protocol would be developed and introduced, in a way that ensured no conflict with existing Cornwall Council scrutiny arrangements.

B12. NEW TOOL: “Scrutiny referral.” This option would introduce an appropriate mechanism for CAPs to request the Council’s Overview & Scrutiny committees to consider carrying out scrutiny of that issue; this would be in cases where escalation of an issue through existing routes had not been successful or relevant and there were significant concerns about that issue across several CAPs. It is important to be mindful that Overview & Scrutiny Committees have a heavy workload and set and prioritise their own work programmes, so their capacity to pursue issues raised through such a route would potentially be limited.

Current position: CNPs can escalate issues in a variety of ways (e.g. via Cornwall Leadership Team Representatives or formal letter). In terms of overview and scrutiny, there are ways for Members to raise issues through the Council’s processes. In relation to CNPs, the Cornwall Council Constitution states only that Overview & Scrutiny Committees are responsible “in promoting the establishment and development of effective working relationships between [themselves and various bodies including] the Community Networks” (local councils being another example).

This proposal: An additional mechanism, if adopted, would provide a clear route to raise issues for potential scrutiny, with the support of Members, in the limited circumstances listed above. A simple method might be to involve the CN Chairs meeting: where a significant common concern was addressed and Chairs wished to request the relevant O&SC to consider formal scrutiny of the issue, this could then be referred as appropriate within the Council’s overview & scrutiny processes.

CN Chairs Workshop Feedback: General points made on function and not covered under the specific roles above/elsewhere in the paper:

- (1) Cornwall Council must ensure CAPs are properly resourced for their new role e.g. via its officer structure; local councils cannot pick this work up
- (2) It is important to have devolved budgets like the highways scheme: “these work as they are practical” (but see also some varying views re highways scheme below)
- (3) CAP resources/budgets must be shared appropriately between town and rural areas, fairness between town and rural areas being a key priority for CN Chairs
- (4) There is a risk that devolved budgets will cause tension/division within and between CAPs
- (5) The need to ensure clarity on the implications/links for CAPs arising from the potential Devolution Deal for Cornwall
- (6) The CN Highways Scheme: CN Chairs expressed a range of different views on this:
 - It works well and is practical; it is important to rural parishes and enhances their inclusivity
 - Works better in some areas than others
 - Need to review funding distribution to ensure parity between areas (e.g. current method does not reflect rurality or road length); need tighter focus on strategic objectives (“still too many yellow lines”); some concerns re value for money e.g. sometimes schemes that appear comparatively straightforward are too expensive for budget, impacting on deliverability; need slicker process.

Appendix 2

Draft Geography: Further Details

A: Maps (circulated separately):

CN Chairs & Vice-Chairs (CN Chairs) reached consensus on 7 CAP areas. For the other 5 CAP areas, grouped in two distinct parts of Cornwall, CN Chairs put forward 2 options. These two distinct parts of Cornwall are referred to in the table below as “West Cornwall and Camborne Pool Illogan & Redruth area” and “South Restormel area.” For the “South Restormel” area, the Option 1 maps shows CN Chairs’ preferred option.

Option 1:

- “Option 1 Parishes” - Draft Community Area Partnership boundaries, also showing parish boundaries
- “Option 1 Electoral Divisions” - Draft Community Area Partnership boundaries, also showing electoral division boundaries

Option 2:

- “Option 2 Parishes” - Draft Community Area Partnership boundaries, also showing parish boundaries
- “Option 2 Electoral Divisions” - Draft Community Area Partnership boundaries, also showing electoral division boundaries

B: Further details about CAP areas

Note: Where Electoral Division crosses two CAP areas it is notionally shown as 0.5 of a Division in each CAP

Community Area Partnership Area Proposals/Options	Proposed area comprises (CN = Community Network Area)	Population ³ (2020 Estimate)	Number of Electoral Divisions*	Number of Parishes
A: Areas on which CN Chairs reached a consensus:				
CAP 1. “Bude and Camelford CAP”	Bude CN AND Camelford CN	32029	4.5	29
CAP 2. “Launceston and Caradon CAP”	Launceston CN AND Caradon CN	40515	5.5	24
CAP 3. “Liskeard, Looe and Cornwall Gateway CAP”	Liskeard & Looe CN AND Cornwall Gateway CN	65832	11	29
CAP 4. “Bodmin, Wadebridge & Padstow CAP”	Bodmin CN AND Wadebridge & Padstow CN <i>(subject to resolving whether St Wenn Parish should be in CAP4 or 5; for purpose of this table, St Wenn Parish included in CAP4; parish population is: 417)</i>	42259	7	22
CAP 5. “Newquay, St Columb, St Agnes & Perranporth CAP”	Newquay & St Columb CN AND St Agnes & Perranporth CN <i>(see above question re St Wenn Parish; for purpose of this table, St Wenn Parish included in CAP4)</i>	51281	7.5	10

³ Source: 2020 Mid Year Population Estimates, Office for National Statistics. Please note these are population figures, not electorate figures.

Community Area Partnership Area Proposals/Options	Proposed area comprises <i>(CN = Community Network Area)</i>	Population (2020 Estimate)	Number of Electoral Divisions*	Number of Parishes
CAP 6. "Truro & Roseland CAP"	Truro & Roseland CN (PLUS St Goran Parish MINUS Grampond with Creed Parish)	47808	8	18
CAP 7. "Falmouth & Penryn CAP"	Falmouth & Penryn CN	47205	7	9
B: Areas where CN Chairs put forward different options:				
8 and 9: The "South Restormel" area:				
OPTION 1 – MAJORITY VIEW:				
CAP 8 "St Austell, Mevagissey, St Blazey Fowey & Lostwithiel CAP"	CAP 8: St Austell & Mevagissey CN AND St Blazey Fowey & Lostwithiel CN (MINUS St Goran Parish PLUS Grampond with Creed Parish) <i>Resolve whether Luxulyan Parish should be CAP8 or 9. For purpose of this table, Luxulyan Parish is included in CAP 9.</i>	49749	7.5	18
CAP 9 "China Clay CAP"	CAP 9: China Clay CN <i>Resolve whether Luxulyan Parish should be CAP8 or 9. For purpose of this table, Luxulyan Parish is included in CAP 9; parish population is: 1497</i>	30508	4	6
OPTION 2 – ALTERNATIVE OPTION: Chairs who drew this option also noted merits of Option 1				
CAP 8 "St Austell & Mevagissey CAP"	CAP 8: St Austell & Mevagissey CN (MINUS St Goran Parish PLUS Grampond with Creed Parish)	31986	5	8
CAP 9 "China Clay and St Blazey Fowey & Lostwithiel CAP"	CAP 9: China Clay CN AND St Blazey, Fowey & Lostwithiel CN	48271	6.5	16
10,11,12. West Cornwall and Camborne Pool Illogan & Redruth area				
OPTION 1:				
CAP 10 "Camborne Pool Illogan Redruth & Mining Villages CAP"	CAP 10: Camborne Pool Illogan Redruth & Mining Villages CN	65171	10	10

Community Area Partnership Area Proposals/Options	Proposed area comprises <i>(CN = Community Network Area)</i>	Population (2020 Estimate)	Number of Electoral Divisions*	Number of Parishes
CAP 11. "Hayle, Helston, South Kerrier CAP"	CAP 11: Helston & South Kerrier CN PLUS Hayle, St Erth and Gwinear-Gwithian Parishes	50718	7.5	21
CAP 12. "West Penwith & St Ives CAP"	CAP 12: West Penwith CN PLUS St Ives and Towednack Parishes	51515	7.5	16
OPTION 2:				
CAP 10. "Camborne Pool Illogan Redruth, Mining Villages and Gwinear-Gwithian CAP"	CAP 10: Camborne Pool Illogan Redruth & Mining Villages CN PLUS Gwinear-Gwithian Parish	68858	10.5	11
CAP 11. "Helston & South Kerrier CAP"	CAP 11: Helston & South Kerrier CN	35758	5	18
CAP 12. "West Penwith, Hayle & St Ives CAP"	CAP 12: West Penwith CN AND Hayle & St Ives CN MINUS Gwinear-Gwithian Parish	62788	9.5	18

Total Cornwall population: 574590

Appendix 3

Further background information

1 Working in Place: summary of wider context

- 1.1 As highlighted in the main paper, the Community Network Review is a key element of a wider programme to transform how the Council works in place. The interconnected strand is an initiative to improve the Council's operational arrangements: how Council services work in place with each other, Members, public, private and voluntary sector partners, residents and communities.
- 1.2 The Council's core mission, as set out in its business plan, is "working with communities for a carbon neutral Cornwall, where everyone can start well, live well and age well." This is supported by four interlinked priorities, each with its own outcome-based delivery plan. The "vibrant, safe, supportive communities" priority focuses on working in place. This is about working with communities to help them achieve their local priorities and build their already considerable capacity to help each other live well and thrive. The Council recognises that "the best understanding of what the community needs comes from within the community" and commits to "listening and working with communities" and increasing their "opportunities to drive the changes that are important to them using their own talents, assets and resources."
- 1.3 To support this, the Council is developing new operational arrangements, to be introduced from April 2023. The arrangements will include local "Working in Place Operating Groups", supporting the Community Area Partnership (CAP) areas. Each Working in Place Operating Group will comprise officers from key Council services, working together with partner agencies. Its purpose will be to listen to and work together with our communities to tackle emerging local issues and ensure outcome delivery plans and identified local priorities are met. **A fundamental part of each Operating Group's role will be to support the CAPs with their CAP Plans.**

2. Background information on "form" (geography and governance)*CN Chairs & Vice-Chairs workshops*

- 2.1 For the initial workshop on the review with CN Chairs (29 June 2022, via Teams), officers circulated a draft map for the CAPs, intended as a starting point for discussion. This draft was based on 10 CAP areas. The broad consensus among the Chairs, with a few exceptions, was that any arrangement based on 10 areas would make them too large (geographically, demographically and practically) to support effective and efficient area partnerships. Chairs' other key concern was that the communities grouped together to make the areas lacked sufficient commonality of community identity, interest and issues. There was also a strong view that, by drafting any map and therefore looking at "form" – albeit as a draft to prompt discussion – ahead of looking in detail

at function – the review was not following the principle that “form follows function.” Views were also sought from all Members of the Council at this stage; their feedback was broadly similar to that from the Chairs meeting.

- 2.2 As a result of this feedback, we arranged face to face workshops with Chairs to develop “function” proposals before returning to the subject of “form.” The first two workshops focussed on the potential future “function” of the CAPs, including a draft vision, draft objectives and specific role options. The third workshop discussed “form”, looking at options for overall geography and governance, informed by the “function” discussions. At this session, CN Chairs worked to create a draft CAP map, as the basis for discussion and improvement through this engagement.

Area-based partnership forums: governance models

- 2.3 For Councils who wish to operate area-based, councillor-led partnership forums, a number of governance models are available. In practice, there is considerable common ground across councils who operate such forums, whatever model they have in place, in terms of actual agendas, activity and outcomes. The models include:
- Various partnership models (e.g. Cornwall and Durham).
 - *Pros include: relatively informal, conducive to partnership/community working; flexible/low bureaucracy; relatively low “committee administration” resourcing requirements.*
 - *Cons include: informality can increase risk of inconsistency of approach; relatively light governance may increase risk of ineffective decision-making (as central control environment not as strong as with formal committees).*
 - *Financial decisions subject to formal sign-off by principal authority as accountable body.*
 - Formal committees with delegated powers – where voting members are the principal authority councillors (e.g. Wiltshire’s Area Committees and Northumberland’s Committees of the Council)
 - *Pros include: permits area forum to make delegated decisions; makes it clear who is making decisions; formality may increase perception of importance/influence of area forum;*
 - *Cons include: formality may act as a barrier to partner and public participation; decisions restricted to principal authority councillors; more rigid bureaucracy; relatively high “committee administration” resourcing requirements.*
 - Joint committees with delegated powers – where voting members are principal authority and town & parish councillors *Pros and Cons: similar to area committees above*
 - *Main additional pro: decisions extended to town & parish councils;*
 - *Main additional con: more complex than area committees*
 - The above three are the main models, but there are other variations e.g. Cheshire West & Chester’s informal advisory panels (comprising principal authority councillors, with a local scrutiny role and ability to escalate issues).

- 2.4 The draft proposal for CAPs is to continue with a partnership model. The principal reasons in favour of this approach are that it is a good fit to support the proposed draft vision, objectives and roles and on the basis of considering the pros and cons of the various options outlined above. The agreement of a final model will need to be informed by the engagement and conclusions on proposed function; further work will then be required to develop, engage on and implement the detailed arrangements.
- 2.5 The proposed structure of the Community Area Partnership governance model is a **partnership meeting** (to replace the CN Panel) and an open **public forum** (linking to the partnership meeting). In their discussions, CN Chairs – and Members – have touched on various alternatives to this structure. These are listed below:
- (1) Two-tier model: “**Strategic Forums PLUS Area Community Forums**” In this model, Cornwall Councillors would lead forums focusing on area strategic issues across a wider geographical footprint (e.g. 6 or 12 areas for Cornwall), involving relevant town & parish councils/partners on an issues basis. Area Forums would meet on the existing Community Network footprint*, focusing only local Town & Parish, partner and community networking and engagement. (**Subject to any boundary changes/mergers supported by local community networks to ensure they remained relevant/efficient*).
- (2) Two-tier model: Variation on (1) – **Town Forums plus Parish Cluster Forums**. In this model, Cornwall Councillors representing towns would lead forums in each town, involving town councils and other key town partners. Cornwall Councillors representing rural and coastal parishes would lead parish cluster meetings, involving parishes in the cluster, and bringing in other partners on an issues basis.
- (3) “**Focused Community Network Model.**” In this model, the existing CNPs would be retained (*subject to any boundary changes/mergers supported by CNPs*) but with a more focused remit and reduced number of meetings to mitigate the pressures on Member, officer and partner resources. It was suggested that, as part of this, neighbouring network areas could potentially meet together e.g. once a year for a wider “strategic” discussion.
- (4) “**Issues-based model.**” In this model, the CNPs/CN Areas would be abolished. Instead, CLOs would coordinate meetings on an issues basis only. The issue would determine which Members and partners would be invited and the community to be covered (whether community of place - neighbourhood/s, parish/s, electoral division/s – or community of interest e.g. older people, younger people, people with disabilities etc). One point CN Chairs made (on this model and model 5) is that the Council needs to be smarter how we engage partner agencies e.g. basing our work on their boundaries, not its own, so that CNPs/CAPs become the facilitators for partners to engage with Town & Parish Councils and communities. Without defined panel areas, the Council would need to determine how to (i) make decisions on allocation of funding (e.g. Shared Prosperity Fund), (ii) generally bring Members/partners together to agree actions and (iii) bring communities together to engage/consult them.
- (5) “**Fuzzy boundaries.**” In this model, area partnerships would have defined but loose boundaries, facilitating different meetings across borders, based on the issues at hand (and as with 4 potentially partner boundaries) and bringing together different geographies, communities and partners.