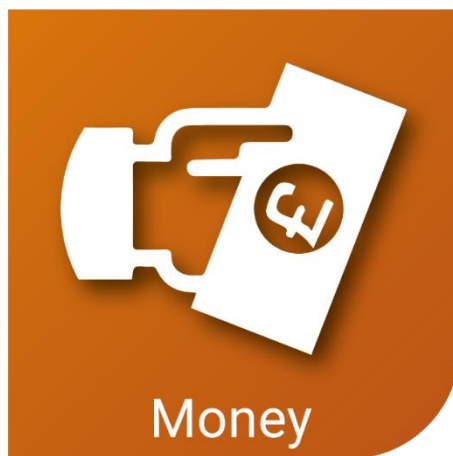
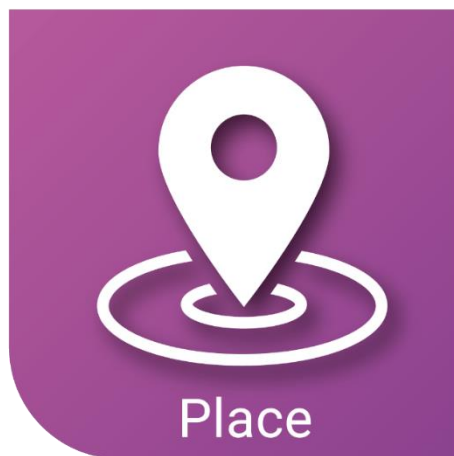


# Shetland Partnership

## Outcomes Improvement Framework

*Working together to improve the lives of everyone in Shetland*



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Participation



People



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# Improving Outcomes in Shetland

## Community Planning

Part 2 of the Community Empowerment (Scotland) Act 2015 (the Act) made [changes](#) to how community planning works. These changes included new duties on partners, greater accountability to local communities and guidance on producing and updating local plans.

The Shetland Partnership has followed this guidance to produce Shetland’s Partnership Plan (SPP), which sets out the vision, priorities and outcomes for improvement over the next ten years. This framework provides a high-level description of how the Shetland Partnership will support the delivery of improved outcomes in Shetland, how progress will be monitored and reported to communities and partners.

This framework also sets out how the Shetland Partnership use structures and processes to support and uphold effective community planning. However, the way in which community planning is organised and supported is only part of what makes community planning effective. Positive relationships, behaviour and culture are equally (or perhaps even more) important in this regard.

## Outcomes, improvement and indicators

A note on language. ‘Outcomes’ in this case are the things that result from the work of Public Sector, Third Sector and Community bodies. An outcome is not the provision of a service or the delivery of a project, but the tangible difference it makes to the lives of service users through being provided or delivered.

Improving outcomes means making things better for people living in Shetland. ‘Outcome indicators’ are the measures used to assess how successful the Shetland Partnership is in improving peoples’ lives in Shetland – how we measure improvement.

## Supporting Delivery of Shetland’s Partnership Plan

This Outcomes Improvement Framework is one of a suite of documents and resources that sit alongside [Shetland’s Partnership Plan 2018-2028](#) and set out how the shared vision and outcomes will be delivered. These documents and resources have been developed since SPP was signed off in July 2018.

All of the documents and resources can be found on the Shetland Partnership’s [website](#). Many of the elements described in the Outcomes Improvement Framework are hosted on the website and links are provided where possible.

As new resources are developed, these will appear online. The website is always the best place to check for the latest information on community planning in Shetland.

## Community planning structures and processes

The diagram on page 3, overleaf, shows how the elements described in the outcomes improvement framework fit together to help deliver effective community planning in Shetland. It shows that community planning is a cyclical process, which is not structured in a hierarchy and seeks to involve the community wherever possible.



Participation



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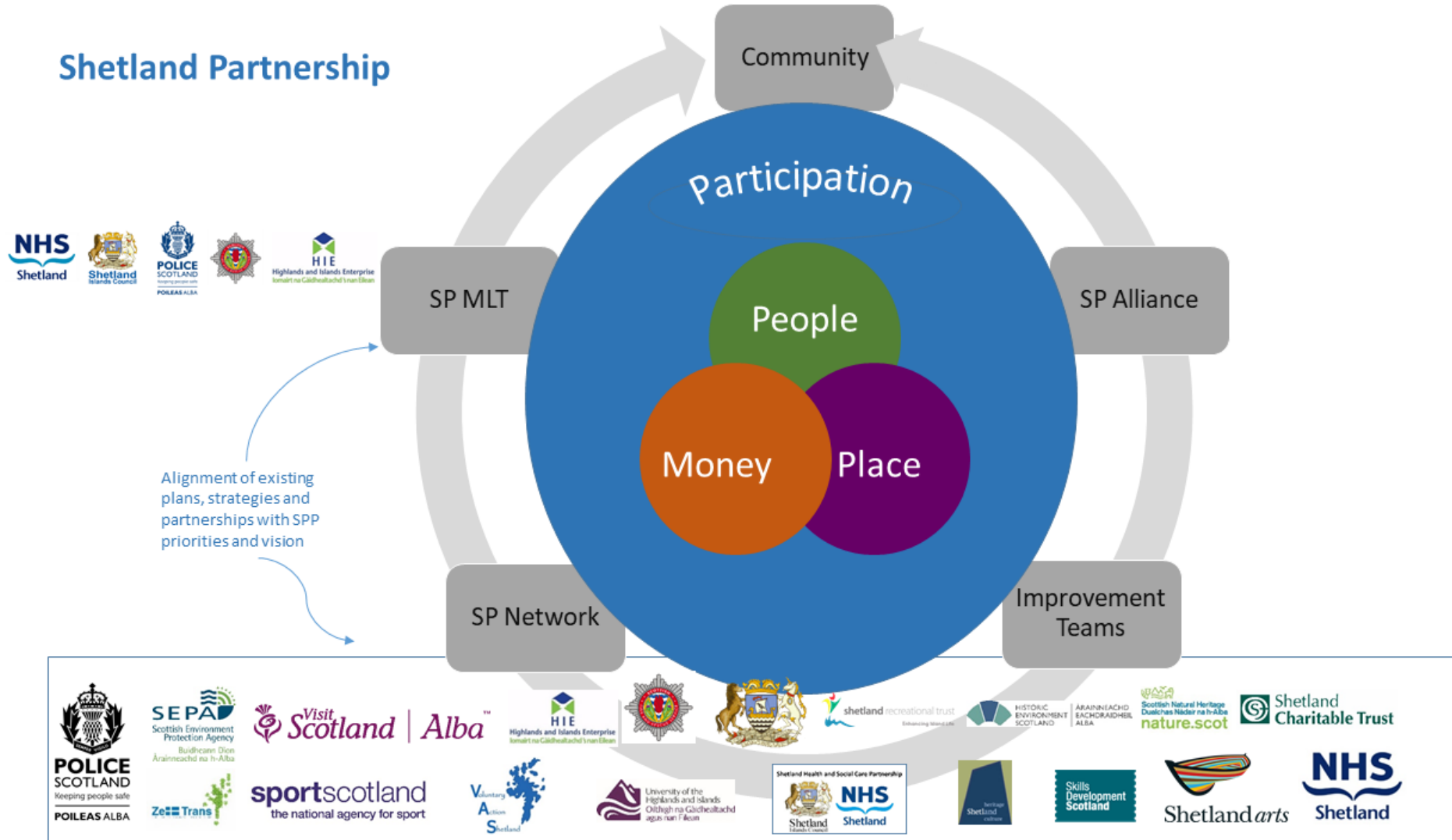


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# Shetland Partnership



Alignment of existing plans, strategies and partnerships with SPP priorities and vision

## Plans

Community planning in Shetland is supported by a series of strategic plans – Shetland’s Partnership Plan, the Delivery Plan and Locality Plan. The plans reflect our responsibilities under the Act and what we have learned through partnership working in Shetland to date.

### Shetland’s Partnership Plan

Shetland’s Partnership Plan 2018-2028 (SPP) was adopted by community planning partners in June 2018. It is the Local Outcomes Improvement Plan for Shetland. It identifies a shared vision and four key priorities for all of us to work towards, both individually and collectively, to improve the lives of everyone in Shetland.

Our shared vision:

“Shetland is a place where everyone is able to thrive; living well in strong, resilient communities; and where people and communities are able to help plan and deliver solutions to future challenges”

The four priorities:

	<b>People</b> Individuals and families can thrive and reach their full potential
	<b>Participation</b> People can participate and influence decisions on services and use of resources
	<b>Place</b> Shetland is an attractive place to live, work, study and invest
	<b>Money</b> All households can afford to have a good standard of living

SPP shows the Shetland Partnership’s understanding of the issues Shetland’s people and communities face and sets out what partners want to see change to deliver the vision. It does not, however, set out the activity that will deliver these improvements.

The Shetland Partnership have recognised that, in order to deliver improvements for people and communities in Shetland, specific pieces of work need to be planned and implemented alongside a more general change in the way we work – both in partnership with other agencies and with communities.

### 3 Year Delivery Plan

The Delivery Plan was developed between September 2018 and May 2019. It was endorsed/signed off by community planning partners in... *date to follow*

The purpose of the Delivery Plan is to outline the activity required to begin delivering our shared priorities. The Plan sets out the key projects that will deliver improvement under each SPP priority.

The Delivery Plan covers the period 2019-2022 and will be reviewed and refreshed every three years throughout the lifetime of Shetland’s Partnership Plan.

The Delivery Plan describes ‘the work’ of community planning; detailing what projects aim to achieve, their scope and who will be responsible for their delivery. Projects have been selected based on their potential to deliver improvements across a number of priority areas and the extent to which they require a community planning approach (i.e. an approach that adds value through partnership working between agencies and with communities).

## Locality Planning

Under the Act, Community Planning Partnerships have a duty to carry out *Locality Planning*. This requires the Shetland Partnership to produce at least one plan for communities within Shetland that experiences different outcomes compared to others in the Isles.

Much like the development of SPP, the approach to Locality Planning has been based on data and evidence. Analysis of the available information has led the Shetland Partnership to identify the North Isles of Yell, Unst and Fetlar as the first area in Shetland to do Locality Planning.

Locality planning is all about new ways of working, ensuring agencies and communities are working together to find appropriate local solutions to local challenges.

To develop Locality Planning in Yell Unst and Fetlar, a Steering Group was established including representatives of the three Community Councils, Third Sector and key public agencies in the area. The Group has helped to design our approach to Locality Planning.

As well as looking at available data and information on outcomes, the Steering Group and partners reviewed information and feedback from communities that has been gathered in the past. They also looked at key issues raised through Community Councils and by the Communities to partner agencies.

Locality Planning is being taken forward as part of the Place-making and Regeneration Programme under the 'Place' Priority in the Delivery Plan. The focus will be on working closely with the communities in the three islands to bring about changes that improve the lives of people living there.

## Teams

There are a number of teams operating within the Shetland Partnership's structure, each with a particular responsibility for overseeing and delivering work relating to community planning.

### Improvement Teams

Improvement Teams are groups pulled together around specific community planning projects (i.e. those described in the Delivery Plan) to do the work required to deliver improved outcomes.

Membership of improvement teams will vary depending on who the best people are to carry out the work specified in Project Charters. Consistency and continuity will be provided by Lead Officers and Senior

Responsible Owners (SROs) who will agree the make-up of Improvement Teams and take responsibility for tasking, monitoring and reporting work.

### Management and Leadership Team

The Management and Leadership Team provides strategic leadership and oversight for community planning in Shetland, in line with [guidance](#) under Part 2 of the Act.

This includes scrutinising the overall delivery of progress against Shetland's Partnership Plan and with Locality Planning and holding partners to account for this.



Participation



People



Place



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The practice of scrutiny and holding to account extends to the collective working of the whole Shetland Partnership and the contributions individual partner agencies and partnerships make.

Key decisions taken by the Management and Leadership Team relate to Shetland's Partnership Plan and associated documents and plans, such as 3-year Delivery Plans.

The Management and Leadership Team also helps to ensure effective community planning through facilitating participation by partner agencies and communities. This means that the Management and Leadership Team is responsible for overseeing that Community Planning is operating effectively and efficiently and that the Principles for Effective Community Planning are being upheld.

Membership of MLT is drawn from the five 'specified' partner agencies under the Act, who are responsible for ensuring community planning happens effectively and efficiently. Namely: Highlands and Islands Enterprise, NHS Shetland, Police Scotland, Scottish Fire and Rescue Service and Shetland Islands Council.

MLT act as a 'programme board' for delivery, taking responsibility for overseeing the full range of work being done in relation to community planning. Approval for the Delivery Plan and Project Charters will come from MLT and reporting on progress will principally be to MLT. MLT will take responsibility for reporting to partners and communities and ensuring that their voices continue to be heard and influence the ongoing development of delivery and community planning more widely.

## Community Planning Support Team

The Community Planning Support Team work across community planning to support teams and individuals to carry out their work effectively. This includes directly supporting meetings such as MLT and the Shetland Partnership Network (see below) and providing advice and support to all community planning partners.

Membership of the Community Planning Support Team is flexible and drawn from across partner agencies. While the core of the team is made up of staff from the Community Planning and Development service in Shetland Islands Council, other colleagues will be brought on board where particular skills or expertise are needed.

A major role for the Community Planning Support Team is helping to build the capacity of colleagues and the Partnership as a whole through training and development. Facilitating events and creating opportunities for partners and communities to develop relationships will help to create and nurture a thriving 'ecosystem' for community planning.



Participation



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## Approaches to Delivery and Ways of Working

The Shetland Partnership recognises that, in order to deliver the improvements identified in SPP, new approaches to delivering public services and partnership working need to be developed. If we think of the outcomes for people and communities in Shetland captured in SPP as representing the ‘status quo’, it is clear that community planning will involve reforming public services and changing the relationships between partner agencies and with communities.

To this end, the teams mentioned above will be supporting and employing a number of novel approaches to help bring about the shift required. This represents an attempt to find a common approach to doing community planning in Shetland that is recognisable to all partners and communities. The approaches have previously been employed to a greater or lesser extent locally, but never at this scale and supported by an agreed partnership structure.

### Agile Programme Management

Agile Programme Management is an approach to delivering successful programmes that emerged from the field of software development in the early 2000s. Agile recognises that the best way to deliver high quality products and services and to improve outcomes hinges on a flexible and empowering culture that allows for the development of self-organising and cross-functional teams. Agile is designed to help find solutions even in highly complex and uncertain contexts, such as those requiring a community planning response.

Under Agile, authority and trust are delegated as far as possible to those who are actually responsible for delivering an outcome, service or product.

The leadership role of MLT is, in large part, about ensuring that teams working within and across organisations clearly understand their part in helping to improve outcomes and that they have the authority, skills and resources they require in order to carry this out. MLT also play a crucial role in ensuring that a positive organisational culture exists across the Shetland Partnership, with a shared sense of purpose (articulated in the shared vision in SPP) and strong relationships between colleagues in different partner agencies and community bodies.

The support provided by the Community Planning Support Team focuses on developing and nurturing teams to be able to operate in an Agile way as well as facilitating effective communication to ensure a good flow of information between Improvement Teams, MLT and other partners and stakeholders.

Improvement Teams will be principally involved in delivering improvements and, as such, will be empowered and supported through the Agile approach. Improvement Teams will be expected to involve ‘users’ (whether colleagues in partner agencies or members of the community) in designing and delivering work and to report regularly on their activity and results.

Agile emphasises that, in complex situations, rapid cycles of work that involve testing and regular user feedback are the best way of delivering improvements. While Agile provides a useful philosophy and set of principles to underpin community planning in Shetland, the specific work of community planning requires the application of a more practical methodology – the ‘Model for Improvement’ (see Page 8, overleaf).



Participation



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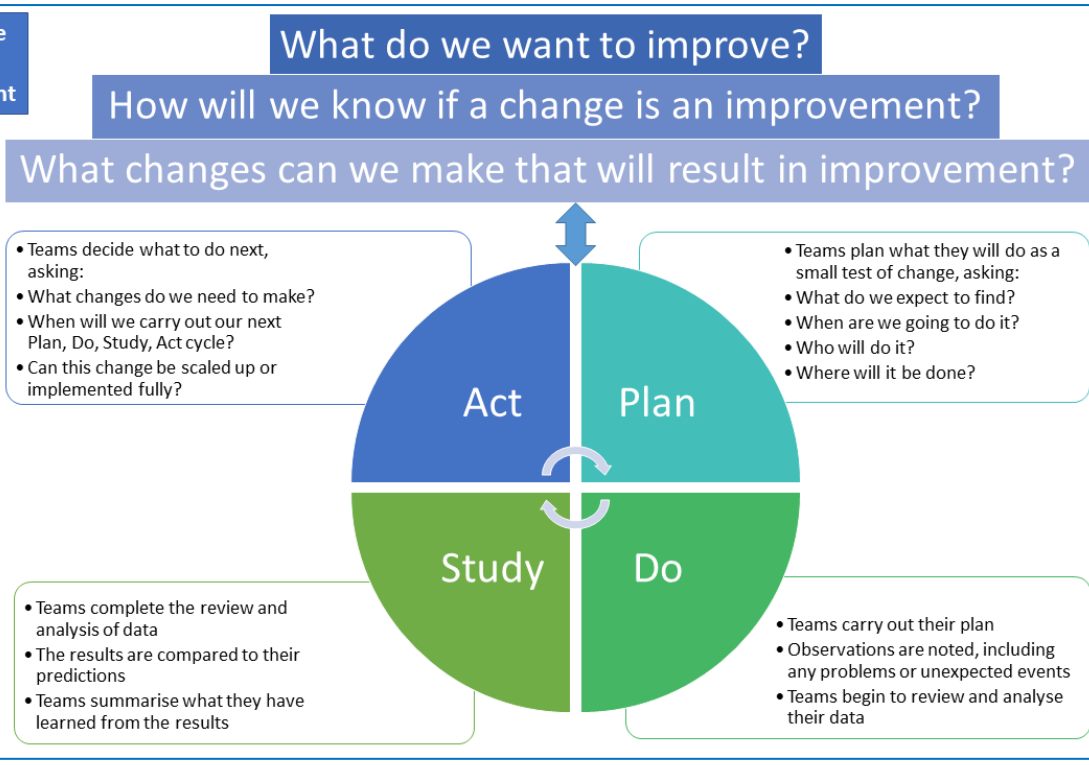
Place



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**Figure 1: The Model for Improvement**



## Model for Improvement

The Model for Improvement is the model that has been adopted by the Scottish Government for public service reform and is widely used across Scotland to make improvements in a range of services.

The Model is based on using rapid cycles of activity in four stages – Plan, Do, Study, Act – to answer three meaningful questions:

- What do we want to improve?
- How will we know if the change is an improvement?
- What changes can we make that will result in improvement?

The Plan, Do, Study, Act (or, PDSA) cycle can be described as follows:

- Plan – the change to be tested or implemented
- Do – carry out the test or change
- Study – based on measurable outcomes agreed before starting out, collect data before and after the

change and reflect on the impact of the change and what was learned

- Act – plan the next change cycle or full implementation.

The above activities should start with very small initial ‘tests of change’ that can then be scaled up as appropriate. As with any change, ownership is key to implementing the improvement successfully. If a range of colleagues are involved in trying something out on a small scale before it is fully operational, the barriers to change will be reduced.

This approach helps to build confidence among partners and communities that we are doing the right things and learning from what works. In this way, we hope to be able to be ambitious in the improvements we make and able to make life better for people widely across Shetland.

Figure 1, above shows how the Model works and how the three meaningful questions link to the activity in the Plan, Do, Study, Act

cycle. The diagram also shows the main activities that will be carried out by teams working in this way.

Knowing whether a change has made an improvement involves measurement and the Model for Improvement explicitly requires this as part of the 'Study' phase within the PDSA cycle. As such, a great deal of improvement data will be generated through this approach and this will form the basis of reporting to MLT, partner agencies and the Shetland Community.

Improvement Teams will take a lead role in employing the Model for Improvement in community planning projects. This will include involving users, regular feedback and sharing data and progress updates with stakeholders.

The Community Planning Support team will provide help where needed with using the Model, but their main role will be in improving and widening knowledge of the Model through training and capacity building. This will principally be through supporting the roll-out of the Scottish Improvement Foundation Skills training across Shetland.

The Model is based on learning by doing and it is, therefore, essential that learning is shared as widely as possible. The sharing of lessons learned through employing the Model is a key element of community planning in Shetland and partners will undertake to do this in their reporting and through effective communication.

## Enhanced Partnership Working

Enhanced Partnership Working encompasses efforts to improve community planning (and, thereby, community planning outcomes) by bringing colleagues in partnership agencies and members of the community closer together to build relationships based on

shared understanding, mutual trust and respect.

There are three main ways in which the Shetland Partnership is hoping to support this: the *Shetland Partnership Network*, the *Shetland Partnership Alliance* and *Strategic Partnerships*.

The *Shetland Partnership Network* aims to help partners create a sense of shared ownership of community planning; a safe environment for honest and open conversations; and, a culture of innovation, ambition and collective bravery.

The Network meetings bring together representatives of all 14 statutory community planning partner agencies (Appendix for full list – to follow) and representatives of Voluntary Action Shetland, Shetland Charitable Trust, Shetland Amenity Trust, Shetland Arts Development Agency and Shetland Recreational Trust.

The Network offers opportunities for information sharing, developing ideas and building relationships in a supportive atmosphere. Partners are encouraged to raise issues for discussion and to organise and lead meetings where possible.

The *Shetland Partnership Alliance* seeks to build relationships between communities and partner agencies by creating regular opportunities for conversations between representatives.

The activity of the Alliance is centred on members of MLT (and the Network as appropriate) attending meetings of community bodies. The community bodies that will be involved in the development of the Alliance are Shetland's 18 Community Councils and the Third Sector Forum. In the future, this could expand to include Community Development Companies or



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similar groups that are aligned to the outcomes in Shetland's Partnership Plan.

Conversations allow partnership agency representatives to ask community bodies what they want to know about community planning and share relevant information based on this. The Alliance is, therefore, a key element in ensuring that community bodies (and through these, the wider Shetland community) can hold partners and the Shetland Partnership to account in the spirit intended by the Act.

The Shetland Partnership includes a wide range of strategic partnerships, which bring together staff from different agencies and third sector and community voices around specific issues. These partnerships are listed in the strategic context diagrams under each of the Priorities in the [Delivery Plan](#).

While community planning encourages and supports partnership working across the whole spectrum of our activity, the Shetland Partnership takes a particular interest in the work of two key *strategic partnerships* – the Shetland Community Justice Partnership and the Shetland Community Learning and Development Partnership.

The Shetland Community Justice Partnership (SCJP) exists to oversee the planning and delivery of community justice and to promote and strengthen the coordination of services in Shetland, which will help in the desistance and/or reduction of offending or reoffending. Partnership working will focus on making the most of the services and resources available, both internally and externally to Shetland, to deliver services that are joined-up and responsive to local need.

The Shetland Community Learning and Development Partnership is made up of a range of organisations that play a role in

assessing need, planning, delivering, and evaluating Community Learning and Development activity. The purpose of Community Learning and Development (CLD) is to empower people, individually and collectively, to make positive changes in their lives and in their communities, through learning.

## Integrated Impact Assessments

Partner organisations often carry out impact assessments, designed to ensure that decisions taken by organisations have the intended effect and do not create any negative impacts or disadvantage any groups or communities. Statutory impact assessments typically include consideration of groups with 'protected characteristics' and the environment.

Under the Equality Act (2010) and Fairer Scotland Duty (2018), the protected characteristics are:

- age.
- disability.
- gender reassignment.
- marriage and civil partnership.
- pregnancy and maternity.
- race.
- religion or belief.
- sex
- people vulnerable to socio-economic inequality

The Islands (Scotland) Act 2018 also created a new 'island communities impact assessment', which requires certain public agencies who provide services in island communities to 'islands-proof' their policies and decision-making.

The Shetland Partnership uses an 'Integrated Impact Assessment', a tool that combines all of these criteria to allow as full an appraisal of impacts as possible.



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## Monitoring

The Act requires that Community Planning Partnerships “review and report publicly on progress towards their Local Outcomes Improvement Plan and locality plan”. This reporting is a key element in ensuring that the Shetland Partnership is accountable to the Shetland community and that partners can appraise their own and one another’s contributions to community planning.

### Improvement Monitoring

Improvement Monitoring describes the frequent measuring and testing of improvement associated with Agile Programme Management and the Model for Improvement.

The rapid cycles of activity that characterise these approaches generate large amounts of outcomes data – the measures that tell us whether the change ideas that are being tested are working or not. The data will tend to be smaller in scale, pertaining to small groups or even individuals and collected over a short time period. This allows for close monitoring of progress and the construction of rich performance reports that gives stakeholders an up-to-date insight into the impact of community planning on outcomes and service users.

Improvement Teams are responsible for measuring impacts as part of doing work on community planning projects. Measures will be agreed at the outset of projects and the collection of relevant information will be tasked to team members. Data will primarily be numerical but can also include qualitative data such as service user feedback where this adds to the quality of information.

## Performance Monitoring

Performance Monitoring describes the longer-term measurement of outcomes at a community-wide level, centred on the measures and targets presented in SPP.

These outcome measures are typically collected for reporting to national bodies on an annual basis and tend to have a degree of ‘lag’ associated with them – that is to say, the results for a given year may not be available until six months or a year after it has ended. However, it is important that they be monitored to demonstrate progress across SPP as a whole and to allow the Shetland Partnership to assess the overall health of the Shetland Community.

The Community Planning Support Team monitor these measures throughout the year and update them as new data becomes available. The measures will be regularly reviewed and adapted as necessary.

### Risk Monitoring

Risk Monitoring includes both risks to the Shetland Partnership – and effective community planning – and to the successful delivery of projects and outcomes.

Risks to the Shetland Partnership and community planning are monitored by MLT, with input from across partner organisations and the Community Planning Support Team. A *risk register* will be used to evaluate and monitor risks and will form a key part of the regular discussions at MLT meetings. Mitigating actions will be delegated as appropriate and reported back to MLT.

Risks to project delivery are monitored by Improvement Teams through *project risk logs*. Where necessary, risks will be reported to MLT for attention and decisions regarding mitigating action.



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## Reporting and Communication

Sharing information and reporting progress are a key part of the Shetland Partnership's activity and to ensuring community planning is effective. Beyond the statutory requirement to keep partners and communities up to date, sharing information is a crucial element in helping to secure buy-in to community planning and engaging stakeholders.

Reporting must strike a balance between allowing for accountability and keeping people up to date with what partners are doing, without being overly onerous. This balance requires a range of reporting mechanisms with consideration of the audiences for different kinds of information and the best means of reaching people.

### Improvement Reporting

Improvement Reporting describes the regular, short-term, sharing of improvement data generated by community planning projects. This includes the sharing of performance data on an online platform as well as the preparation of improvement reports.

Improvement Teams compile regular *improvement reports* summarising the impact of community planning projects and explaining how this has been measured. These reports will be published online alongside improvement data hosted on the '*Innovation and Improvement Hub*' (described below).

Improvement Teams may also submit improvement reports to MLT at their regular meetings, where there is a particular issue to highlight (i.e. where something is impeding progress or additional resources are required) or where approval or support is required to 'scale-up' a project.

Meetings of the Shetland Partnership Network and Shetland Partnership Alliance will also include discussion of improvement reports and presentations from Senior Responsible Owners and Lead Officers.

### Performance Reporting

Performance Reporting describes how the monitoring of longer-term, large-scale outcome measures is shared with stakeholders. This is both ad-hoc throughout the year, as data becomes available, and compiled annually in the Annual Report.

The Community Planning Support Team are responsible for monitoring long-term outcome measures and updating these as data becomes available – this is then shared each month in the community planning 'e-update', which is emailed to partners and posted online (see 'Communication', below, for further details).

The *Annual Report* is prepared by the Community Planning Support Team with input from MLT and Improvement Teams. The Annual Report provides a yearly update on long-term outcome measures alongside detailed analysis, case studies and stories that demonstrate progress with community planning projects.

The Annual Report also contains detail on how community bodies have participated in community planning over the previous year and how this has contributed to improved outcomes.

The principle audience for the Annual Report is the Shetland community and, as a result, the report is prepared in an engaging and accessible way. The Annual Report is supported by additional materials such as short films, animations and infographics developed by people involved in community



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planning. These are hosted on the 'Innovation and Improvement Hub'.

The 'Innovation and Improvement Hub' is a space on the Shetland Partnership website for data and information related to community planning. It is designed to be a 'one-stop-shop' for people to learn about community planning activity and to access improvement data for analysis.

Reports, datasets, videos, stories, infographics and learning resources will all be hosted or linked to on the Innovation and Improvement Hub webpage, providing a rich variety of information to help with planning or monitoring improvement work, making funding applications or designing services.

While the webpage will be administered by the Community Planning Support Team, colleagues in partner agencies and community bodies will all be encouraged to provide and upload information.

## Communication

Alongside the formal reporting described above, effective communication and creating space for conversations are also essential in making community planning work and encouraging a culture of trust and accountability. There are a number of ways that the Shetland Partnership communicates with partners and communities, these are described briefly below. Further detail can be found in the Communications Plan (in development).

The monthly *e-update* is a key communication tool for the Shetland Partnership. The main function of the e-update is sharing information. It is an effective mechanism for informing partners about developments locally, regionally and nationally and sharing information relevant to Shetland. The e-update also contains information on

upcoming events and training opportunities to help partners and community bodies develop their capacity and create opportunities for conversations.

The annual *Shetland Partnership Summit* brings partner and community body representatives together to review progress over the past 12 months and to develop plans for the future. Summits are also themed around a particular topic to encourage engagement and conversation.

The *Shetland Partnership Alliance* allows for frequent conversations between partner agency representatives and community bodies. Key questions for conversation include asking community bodies what they would like to know in order to understand community planning better and hold the Shetland Partnership to account effectively.

The *Shetland Partnership Network* gives partners an opportunity for regular dialogue about what is working well and what learning could be applied in different areas. It also allows partners to discuss the future and identify things on the horizon that could affect Shetland and community planning locally.

As noted in the introduction, the [website](#) is the best place to get up to date information about the Shetland Partnership and community planning.

Ultimately, everyone involved in community planning is encouraged to create opportunities for conversations and use these to help build relationships with colleagues and members of the community. Formalised processes will only go so far in creating and sustaining effective community planning, it is the informal links that will sustain partnerships and lead to improved ways of working to be benefit of Shetland.



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# Community Planning Calendar

Shetland Partnership Activity	Quarter 1 April-June	Quarter 2 July-September	Quarter 3 October-December	Quarter 4 January-March
<b>Partner Meetings</b>	Shetland Partnership Network: Strategic Planning  Shetland Partnership Management and Leadership Team (x2)  <i>Shetland Partnership Alliance*</i>	Shetland Partnership Network  Shetland Partnership Management and Leadership Team (x1)	Shetland Partnership Network  Shetland Partnership Management and Leadership Team (x2)  Shetland Partnership Alliance	Shetland Partnership Network  Shetland Partnership Management and Leadership Team (x1)
<b>Events</b>	<i>Shetland Partnership Summit (themed)*</i>		Shetland Partnership Summit	
<b>Reports</b>	Delivery Progress Updates	Shetland Partnership Annual Report	Delivery Progress Updates	Delivery Progress Updates
<b>Communication</b>	e-update (x3)	e-update (x3)	e-update (x3)	e-update (x3)

*\*These meetings and events will be scheduled according to capacity and demand*

## Contact



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